

**ABOLITION OF THE DOUBLE SHIFT  
SYSTEM OF SCHOOLING IN GHANA:  
POLICY AND ITS IMPLEMENTATION IN  
PUBLIC BASIC SCHOOLS**

*A CASE STUDY OF SCHOOLS UNDER THE ACCRA METROPOLITAN  
ASSEMBLY*

**Lois N.D Ashong- Katai**



**Master of Philosophy in Comparative and International  
Education**

**Institute for Educational Research**

**Faculty of Education**

**University of Oslo**

**June 2013**

© Lois N. D. Ashong - Katai

2013

Abolition of the Double Shift System of Schooling in Ghana: Policy and Its Implementation  
in Ghana.

Lois N. D Ashong - Katai

<http://www.duo.uio.no/>

Trykk: Reprosentralen, Universitetet i Oslo

# ABSTRACT

The current study aim to address the following questions: What are the reasons for the abolition of the double shift schooling in Ghana; what does the reform entail and how are policy makers implementing them in the Ghanaian schools; what are the perceived advantages and disadvantages of the policy change or reform? The study, which is a qualitative research study, employed the techniques of case study design to explore the case. The study employed semi structured interview, focus group discussion, non-participant observation and informal discussion or conversational to gather information from 48 informants. The study analyzed data collected through interview and documents under themes developed from literature review and conceptual framework.

The study found that the main reasons for the change in policy in the Accra metropolis was to improve education quality in the public schools, reduce truancy among basic school pupils and to address other socioeconomic issues. In addition, the change in policy comes with a package such as lengthening the instructional hours, providing schools with additional infrastructures and rehabilitation of structures to enable them cope with the change. Two years after the implementation of the change, there appears to be improvement in pupils' performance. Gradually, some issues that the change was implemented to address are being addressed.

However, the study found a gap between policy and its implementation. Some selected junior high schools (JHS) have not benefited from promised improvement in classroom facilities to enable them cope with the change. This has caused an increase in class size and created discomfort in some classes. However, some of the affected schools have tried to improve ventilation to resolve the issue of the discomfort. Mostly people argue that large class sizes hinder education quality. In some of the schools, some teachers have adopted new practices to facilitate quality education. Most schools visited still have infrastructural challenges and are short of textbooks. The schools have also adopted measures to cope with these challenges.

Based on the information gathered in relation to the challenges, one may expect that if many schools are faced with these problems, it seems likely that goals of the policy change may not be achieved since not all schools are likely to adopt measures that would enable them adequately to cope with these difficulties.

# ACKNOWLEDGEMENT

Unto the Lord, be glory given. Great things He has done and greater and greatest things are yet to manifest. First, I am very grateful to the Most High God for His protection and guidance throughout my academic life.

I also express my sincere gratitude to my supervisor, Prof. Jon Lauglo for his support throughout my thesis preparation. Prof. Jon Lauglo, thank you very much for your expertise, hardworking and constructive suggestions offered throughout this study. Without you, I would not have been able to produce a very good prose. I owe you a lot but all that I can say is May the good Lord continue to bless you and grant to the grace to live long to continue to be a blessing to many students.

My deepest gratitude also goes to all my informants who provided me with all the relevant information I used for the study. The same goes to the education experts and staffs at the Accra Metro Education Directorate, especially, Madame Margaret, the Public Relation Officer for her support.

In addition, I say special thanks to all lecturers and administrators of the CIE programme, especially Prof. Lene Buchert, Dr. Wim and Dr. Teklu for their moral support throughout my two-year study. Prof. Lene Buchert, once again, I say thank you and God richly bless you for admitting me into the CIE Masters programme.

Thanks also to the Norwegian government for the financial support through the Quota Scheme. Without this support, it would have been impossible for me to read my masters two years after my first degree.

To all my friends (back home and in Oslo) and course mates, I say thanks for the good time we shared together during our studies. To the following people, Nana Kofi Amofo Danquah, Mrs. Akosua Spitta Ansah, Pastor David Stiles Ocran, Eric Yaw Baffoe, Palmah Howusu, Clement Kadogbe, Isaac Rockson Ekpe, Mrs. Paulina Lartey, Habiba Mtongori and Jerry Acheampong, God richly bless you for your advice and moral support.

Finally, I wish to express my profound gratitude to my family, especially my parents for all their support in my education. Mr. Benjamine Ashong - Katai and Madame Rosemond N. Annor, thank you and May the good Lord continue to bless you. God bless you Mrs.

Elizabeth Ayerson, Mrs. Esther Anowih and my siblings, Juanita Ashong - Katai and Susan Ashong - Katai for your moral support throughout my academic life.

Lois Naa Dedei Ashong - Katai,

June 2013

Oslo, Norway

# TABLE OF CONTENTS

ABSTRACT.....	II
ACKNOWLEDGEMENT.....	III
TABLE OF CONTENT .....	V
LIST OF FIGURE .....	X
LIST OF TABLES .....	X
ABBREVIATION AND ACRONYMS.....	X
CHAPTER ONE INTRODUCTION.....	1
1.1 Background to the study.....	1
1.2 Aim of the study.....	5
1.3 Research Problem.....	6
1.4 Objectives of the research.....	8
1.5 Organization of the study.....	8
CHAPTER TWO: CONCEPTUAL FRAMEWORK & LITERATURE	
REVIEW.....	10
2.1 Structural Functionalist Perspective of Society.....	10
2.2 Discussions on selected Concepts: Educational, Economic, Social, and Other Factors.....	12
2.2.1 Educational Factors.....	12
2.2.2 Economic Factors.....	14

2.2.3 Social Factors.....	15
2.3 Literature Review.....	17
CHAPTER THREE: RESEARCH METHODOLOGY.....	26
3.1 Research Strategy.....	26
3.2 Research Design - Overview.....	29
3.2.1 Case Study Design .....	30
3.3 Methods of data collection.....	31
3.3.1 Document Analysis.....	32
3.3.2 Interview.....	34
3.3.2.1 Informal Conversational or Unstructured Interview.....	35
3.3.2.2 Semi Structured Interview .....	36
3.3.2.3 Focused Group Discussion or Focused Interview.....	36
3.3.3 Non Participant Observation.....	38
3.4 Method of Data Analysis.....	38
3.5 Research Site - Accra Metropolitan Assembly.....	39
3.6 Selection of Participants.....	42
3.6.1 Snow ball or Chain sampling.....	43
3.6.2 Purposive Sampling - Criterion Sampling.....	44
3.6.3 Convenience Sampling.....	44
3.7 Ethical Issues, Challenges and Handling.....	46

3.8 Issues Concerning Reliability and Validity of the study.....	48
3.9 Limitations of the study .....	49
4. CHAPTER FOUR: OVERVIEW OF THE DOUBLE SHIFT SYSTEM OF SCHOOLING IN GHANA .....	51
4.1 Introduction .....	51
4.2 How Ghana has been practicing the double shift as compared with other countries. countries.....	54
4.2.1 Time-Tabling of the Double Shift .....	55
4.2.2 Designing of classroom blocks for shift schools .....	56
4.2.3 The organization of Double Shift Schools.....	57
4.2.4 Allocation of Double Shift Schools.....	59
4.3 Perceptions of some stakeholders about Double Shift Schools in Ghana.....	60
4.3.1 Introduction.....	61.
4.3.2 Perceived advantages of the double shift.....	61
4.3.3 Perceived disadvantages of the double shift.....	63
4.3.3.1 Educational Matters.....	63
4.3.3.2 Social Matters.....	66
4.3.3.3 Economic Matters.....	68
4.3.3.4 Other Matters.....	69
4.4 The views of school heads, teachers, and parents about how the double shift affected them and their work.....	70



CHAPTER FIVE: PRESENTATION OF FINDINGS .....	72
5.1 What are the reasons for the abolition of the double shift system of schooling in the Accra Metropolitan area? .....	72
5.1.1 Educational Reasons.....	73
5.1.2 Social Reasons.....	75
5.1.3 Economic Reasons.....	76
5.1.4 Other Reasons.....	77
5.2 What does the reform entail and how are policy makers implementing the change in the Ghanaian school? .....	78
5.2.1 Content of Policy Change.....	79
5.2.2 Implementation of the change in selected schools.....	82
5.2.2.1 Basic School A.....	81
5.2.2.2 School B.....	87
5.2.2.3 School C.....	90
5.2.2.4 School D.....	93
5.3 What are the perceived advantages and disadvantages of the change in policy.....	97
5.3.1 Perceived Advantages.....	97
5.3.1.1 Educational Issues.....	97
5.3.1.2 Social Issues.....	100
5.3.1.3 Economic Issues.....	101

5.3.1.4 Other Issues.....	101
5.3.2 Perceived Disadvantages.....	102
5.3.2.1 Educational Issues.....	102
CHAPTER SIX: DISCUSSIONS ON FINDINGS.....	107
6.1 Reasons for the Abolition of the Double Shift.....	108
6.2 Policy and its Implementation.....	111
6.3 Perceived Advantages and Disadvantages of the change.....	116
6.3.1 Perceived Advantages - Educational and Social Issues.....	117
6.3.2 Perceived Disadvantages.....	118
6.4 A reflection on findings for the abolition of the double shift on the conceptual framework .....	121
6.5 Conclusion.....	122
REFERENCE	
APPENDIX	

# LIST OF FIGURES

Figure 2.1: Conceptual framework.....	11
Figure 3.1: Pictures of the poor educational facilities and crowded classrooms prior prior to the abolition of the double shift.....	41
Figure 5.1: Pictures depicting pupils of Mission Schools and Local Authority School their uniform.....	82
Figure 5.2: Pictures depicting the deteriorating state of one of the temporary Structure constructed. ....	92
Figure 5.3 Picture depicting the edifice of the first completed 3storey and 18-unit classroom facility.....	95

## List of Tables

Table 2.1: A summary of literature review.....	25
Table 3.1: A summary of informants selected, methods of data collecting data sample techniques used and places for data collection.....	45.
Table 5.1: An illustration of pupils' performance in the BECE in a year prior to the change in two subsequent years after the change in policy in the selected schools.....	98
Table 5.2: Enrolment figures of three of the selected schools in a year prior to the change in policy during the change in policy and two subsequent years after the change in policy.....	103

## ABBREVIATIONS AND ACRONYMS

ADP	Accelerated Development Plan
AMA	Accra Metropolitan Assembly
AMEO	Accra Metropolitan Education Office
AMDE	Accra Metro Director of Education
BDT	Basic Design and Technology
BECE	Basic Education Certificate Examination
CEO	Chief Executive Officer
DR	Democratic Republic
DSSS	Double Shift System of Schooling
EFA	Education for All
EPA	Environmental Protection Agency
FCUBE	Free Compulsory Universal Basic Education
GES	Ghana Education Service
GNAT	Ghana National Association of Teachers
ICT	Information and Communication Technology
IBM	International Business Machine Corporation
JHS	Junior High School
KG	Kindergarten
LA	Local Authority
MOE	Ministry of Education
OIC	Officers - In - Charge
PRO	Public Relation Officer
PTA	Parent Teacher Association

TLMs	Teaching and Learning Materials
USAID	United States Agency for International Development
UNEP	United Nation Environment Programme
UNESCO	United Nation Education, Scientific and Culture Organization

# **1 CHAPTER ONE : INTRODUCTION**

## **1.1 Background to the study**

We live in an age when there is great optimism about the power of education to influence the well-being of individuals and nations. Parents and caregivers see education as a way for their children to improve on their lives by building an understanding of their place in the world. It is also the principle means by which young people by passing exams and gaining credentials can gain an advantage in the labor market. Teachers, as they always have, hope to pass on the wisdom of generations in equipping students for the future (Lauder et al., 2006, p.1).

From the above quote, education is seen to be very vital for individual development and national or societal development as well. Through education, individuals become empowered because it opens up avenues for communication that otherwise would be closed. It also helps individuals to acquire skills through which they can have control over their environment. Individuals are able to unlock a range of talents and realized their creative potentials, which then give those at the disadvantage the opportunity to move from exclusion to full participation in society. Hence, it is thought to strengthen ones self-confidence to enable one participates in community affairs and influence political issues (UNESCO, 1997). Education also helps to empower entire nation or society. UNESCO asserts that educated citizens and workers have the skills to make democratic institution function effectively to meet the demands for a more sophisticated workforce to work for cleaner environment and meet their obligations as parents and citizens (UNESCO, 1997).

The important role that education is thought to play has made both developed and developing countries introduce new efforts or reform in their educational policies for their education system to improve the quality of education at all levels of schooling, especially the basic level to meet the changing demands of society. The focus of the reforms is on the learner, the curricula, teachers, school management, material resources, etc.

Norway in 2006, introduced the Knowledge Promotion Policy as its latest educational reform at the basic level. The aim is to better help pupils and students to develop fundamental skills required for active participation in the knowledge society.<sup>1</sup>

Policy makers in the Philippines have introduced the Teacher Education and Development Program since 1999 to improve both pre-service and in-service teacher education. This is both a long-term policy reform and an immediate program reforms in teacher education.<sup>2</sup> Policy makers believed that better teachers play vital role in the attainment of quality education, which is a prerequisite for national development.

Some Africa countries such as Botswana, Tanzania, and Zambia, introduced the Universal Primary Education Policy (UPE) to improve access to education. Policy makers abolished school fees and as a result, the enrolment rates in schools continued to increase. Since the schools had limited capacity, policy makers introduced the double shift system of schooling policy to accommodate those not yet in school. The policy aimed also at expanding access to good quality education at the basic level. For instance in Tanzania, the construction of more schools was part of its Primary Education Development Plan to accommodate the enrolment growth as expected after the elimination of school fees in 2001. Policy makers were able to meet the target for this policy. However, between 1999 and 2005, enrolment increased by 90 % and the state needed more schools to accommodate the rest of the pupils. To cope to this problem, the state assigned two - thirds of classrooms and up to quarter of teachers to double shift (UNESCO, 2007).

In some countries such as Jamaica, Maldives, Oman, and Turkey, policy makers have set targeted years for the abolition of the double shift system of schooling. Social issues such as children playing truancy and educational issue such as limited instructional hours, which did not allow other subjects to be taught for the full achievement of educational goals, were some of the issues raised for the abolition of the double shift. The national educational plans of Turkey and Maldives, plans to end the double shift system of schooling in public basic schools by 2010 and 2013 respectively.<sup>3</sup>

---

<sup>1</sup> See [www.regjeringen.no](http://www.regjeringen.no)

<sup>2</sup> See [www.planipolis.iiep.unesco.org](http://www.planipolis.iiep.unesco.org)

<sup>3</sup> See [www.planipolis.iiep.unesco.org](http://www.planipolis.iiep.unesco.org)

In Ghana the removal of schools under trees has since 2009 been one of the numerous policies intended by the current government to improve equity and enhance access in education. The State intended to provide 2300 classroom units to replace teaching in basic schools held under tree. The country has completed 1400 of these structures and the implementation of this policy is still ongoing<sup>4</sup>. In addition, the 2008 Education Act, Act 778 has given the District Assemblies the mandate to provide educational infrastructures, supervise, and monitor Basic and Second Cycle Institutions. District Assemblies in Ghana has the mandated under the act to build, equip, and maintain public basic schools in all areas under their jurisdiction. In addition, they can establish schools that are required in the opinion of the district director of education with the consultation of district chief executive. (Education Act, 2008).

The mandate given to the district assemblies concerning education under the 2008 Education Act, gave the Accra Metropolitan Assembly the opportunity to take a very drastic decision to abolish the shift system of schooling in almost all public basic schools under their jurisdiction in the 2009 / 2010 academic year. The Accra metropolis has practiced the double shift for over 50 years. The Metropolitan Chief Executive, i.e., the local political figure representing the central government in the metropolis, spearheaded the implementation of this change in policy. This abolition forms part of the assembly's goals of converting Accra into a 'Millennium City' (AMA, 2012).

Many countries adopted the shift system to expand access and provide education of good quality to different categories of school age population at different sessions (morning and afternoon sessions). The morning sessions in most countries operate from 7:30 am - 12:30 pm; and the afternoon sessions operate from 12 : 30 pm - 5 : 30 pm. These five hours include breaks. Single session schools start at 8 : 00 am and close at 2 : 30 pm or 3 : 00 pm in some countries like Ghana (Bray, 2008, p. 24).

Depending on contexts, the various systems, or modes of schooling, i.e., the double shift schools or double session schools or half-day schools and the single session or full day schools or multiple system of schooling have different terminologies. In Zimbabwe, double session schooling is termed 'hot seating' because the school seats never have time to cool. In South Africa and Namibia, 'platooning' is the term for double shift schooling (Bray, 2008, p. 18 & 19).

---

<sup>4</sup> See [www.ghana.gov.gh](http://www.ghana.gov.gh)



In the case of Trinidad and Tobago, the double shift schooling was termed as the shift system (London, 1993, p. 356). In Ghana, 'the shift system' or 'the school shifting system' is the term used.

The terms used in denoting the organization of schooling during the school day have different meanings. For example in Singapore, single session schools used to be different from full day school. Singapore used to organize its single session schools between the hours of 7 : 30 am and 1 : 30 pm and extended the closing time of full day schools to 3 : 00 pm. In Botswana, double session schools were schools having different pupils in the morning and in the afternoons but with the same number of class hours like single session schools and different teachers for each session. On the other hand, in half-day schools the same teachers taught different pupils in mornings and afternoon but at reduced class hours. However, most countries use the terms for the various mechanism of schooling interchangeably (Bray, 2008, p.18).

In this study, double shift schooling refer to systems of schooling that a school caters for two groups of pupils of the same grade and pupils of different grades or educational levels at different sessions of the school day (morning sessions and afternoon sessions) taught by same teachers or different teachers. Single session or full day schooling refer to schools that do not operate shifts and which teachers teach the same group of students between the hours of 6 : 30 am or 7 : 00 am and 3 : 00 pm or 4 : 00 pm.

Developing countries, which have very scarce finance for its educational sector mostly, practice the double shift system of schooling. Most countries introduce this mechanism of schooling in the urban and sub-urban areas where the school age population is very large (Bray, 2008, p.26). In Ghana, most schools in most parts of the urban areas and sub-urban areas of Accra, Kumasi, Secondi - Takoradi and Cape Coast have practiced this mode of schooling for over 50 years.

In most cases, because administrators use the same educational facilities to serve more pupils in the double shift schools, they are justified on the grounds of cost effectiveness. The use of the double shift helps in reducing overcrowding in schools where enrolment rates are high, thereby reducing class size. It also makes possible fuller utilization of limited human resources such as teachers in countries short of qualified teachers. An example is Senegal where the same teachers taught both shift in the double shift schools. In addition, the shifting

system is justified on the grounds of broadening access to education by helping to expand the number of school places. Thus, the schools can accommodate more pupils (Bray, 2008, p.19). In addition, many assume that the double shift system makes it possible for more pupils of low-income families to go to school because the shorter school day at the same time would make it possible for them to work to support their families (Bray, 2008, p. 62).

Despite such argument made for introducing the double shift to begin with, many countries are in the process of abolishing double-shift schooling and others have already abolished it. Justifications for this reversal include the argument that the shift system tends to make more children become truants. In addition, the short school day is insufficient for achieving adequate education quality and that too many children end up engaging in unhealthy activities such as roaming the streets or the risk of becoming child labourers during the part of the daytime, at the expense of their education. Many administrators and policy makers perceive these weaknesses of the shift mentioned above to outweigh whatever benefits originally claim for the shift. They have therefore called for the elimination or the abolition of the double shift in many countries such as Ghana.

No researcher has conducted a study to explore some conditions of the double shift and the current attempt made by policy makers to abolish it in Ghana. The researcher decided to investigate the abolition of the double shift system in Ghanaian public basic schools in Accra with the hope of adding to already existing knowledge on this issue. For this reason, the study aims at exploring the rationale behind the abolition of the double shift system of schooling in Ghana, how policy makers are implementing the change and the perception of stakeholders about this policy change.

## **1.2 AIM OF THE STUDY**

Previous literature and studies on the abolition ( or phasing out) of the double shift system of schooling in many countries turn to examine this policy change on pupils' academic performance, dropout rates, grade repetition and employments (Bellei, 2009; Garcia et al, 2012; Llach et al., 2009). Others also examined this change in policy on the likelihood of adolescent girls being mothers (Kruger and Berthelon, 2009). In all these studies and other educational documents of this policy change in some countries such as Singapore and Trinidad and Tobago (MOE Singapore, 2009; MOE Trinidad and Tobago, 2008), there is

some attention to reasons given for the change policy. In most cases, the reasons for the policy change had to do with enhancing education quality, ameliorating to social problem of truancy among children, reducing school dropout rates, addressing social vices among children. Thus, the justifications for abolishing the double shift appear to have been not only educational consideration but also social and other issues in many countries.

Some of the studies that the work will review provided information on how the policy change is being (or has been) implemented in the various countries with respect to the provision of educational facilities such as classroom blocks to schools. In addition, there is some indication of how schools in some countries utilize or are supposed to utilize the additional instructional hours. (Bellei, 2009; Llach, 2009; MOE Singapore, 2008; MOE Trinidad and Tobago, 2008). However, the studies consulted have little information on other aspects of the implementation of the policy change in other countries than Ghana. No study carried elsewhere seems specifically to have examined the perception of stakeholders such as policy makers, education officers, teachers, school heads, and parents about the reform.

Most studies have employed quantitative methodology. In addition, in most of the countries the abolition of the double shift has occurred by central governments' initiative. Most researchers have conducted a study on the issue in Latin American or South East Asian countries. No researcher has conducted any study so far on the issue in West Africa Sub region which Ghana is part of.

My study seeks to explore all issues in relation to the reasons for the change, its implementation, and the perception of stakeholders about this change. The study also will explore other measures other than the abolition, which schools have implemented as part of the broader attempt to improve education quality in the schools. The study also utilizes a qualitative research methodology.

### **1.3 RESEARCH PROBLEM**

Previous studies indicate that in the other countries the abolition of the double shift system of schooling have been educational, social and economic reasons. Is that also the case in the Accra Metropolitan area in Ghana? There is the need to conduct such a study to add a West

African case to the already existing literature on countries experience with, and moving away from double shift schooling.

For this reason, the current study attempted to explore the reasons for the abolition of the double shift system of schooling in the Accra Metropolitan area, how policy makers are implementing in the public basic schools, and the perception of stakeholders about the policy change in Accra. I used the following questions as a guide for achieving the above-mentioned goal.

**What are the reasons behind the abolition of the double shift system of schooling in Ghana?**

The study will find out from policy makers and education officers in Ghana the reasons behind the abolition of the double shift system of schooling. Are the reasons given by policy makers for the abolition of the double shift in Accra, Ghana the same as those referred to in the literature on other countries or are the issues different in Accra? The study addressed this question by in the first instance, interviewing two policy makers, that is, the public relation officer, and the coordinating director of the office of the Accra Metropolitan assembly who played vital role in the abolition of the shift. Secondly, the researcher interviewed five education officers such as the Deputy Director General and the Director of Basic Education Unit of the Ghana Education Service, the Greater Accra Regional Director of Education and the Accra Metro Director and Deputy Director of Education by face-to-face mode of interviewing. These people also played a very vital role in the implementation of the policy change. Thirdly, the researcher interviewed other stakeholders such as the general secretary of Ghana National Association of Teachers, teachers, school heads, and parents.

**What does the reform entail and how are policy makers implementing them in the Ghanaian schools?**

The study sought to find out what the policy document on this reform entail and how policy makers are implementing the change in the schools. One reason being that, most governments find it difficult to implement new policies. The researcher addressed this question by first gathering information from a document containing information on programmes and projects for all sectors such as education, health, economic and others in relation to the 'Millennium

City' programme. Secondly, she interviewed some school heads, teachers, the two policy makers, and four of the education about the process of the implementation of the change.

### **What are the perceived advantages and disadvantages of the reform?**

Finally, the study sought to find out the perceived advantages and disadvantages of the change in policy. The expectation was that the abolition of the double shift system would have promoted some improvement and at the same time caused some challenges to education. The researcher interviewed some education officers, teachers and school heads on the issue of whether there was any fall in enrolment because of the policy change. Though not much time has passed since the abolition, the researcher also tried to gather information on enrolments rates in schools prior to the change in policy and after the change in policy. I also gathered information on pupils' pass rates of some schools recorded in the Basic Education Certificate Examination (BECE) in a year prior to the change in policy and after the change in policy. The Statistics Department of the metro education unit issued the document on enrolment rates. While, the Examination Unit of the Accra Metropolitan Education Directorate issued the documents for pupils' pass rates in the BECE. The researcher addressed this issue by gathering information from policy makers, education officers, teachers, parents, school heads, and pupils to find out their perception about the double shift itself. Chapter 4 of the study, which gives an overview of the practice and organization of the double shift in Ghana, captures these issues.

## **1.4 RESEARCH OBJECTIVE**

- To identify and discuss the reasons that called for the abolition of the double shift schooling in Ghana.
- To identify and discuss how policy makers are implementing the new policy in Ghanaian Schools.
- To identify and discuss stakeholders' perception about the change in policy.

## **1.5 ORGANIZATION OF THE STUDY**

The researcher organized the current study under six chapters. It begins with a brief background that gave an overview of the double shift system and its abolition in some countries. It also states briefly the aim of the study arising out of some observations on the

existing literature. The chapter concludes with the research problem specified further in the form of objective.

Chapter Two presents the conceptual framework developed for the exploration of the phenomenon. It also reviews relevant earlier studies.

Chapter Three addresses the methodological issues of the study. It composes of explanations and discussion on research strategy, research design, methods of data collection and analysis, an introduction to the research site and participants for the study, ethical issues, reliability, and validity of the study. It then concludes with the limitation of the study.

Chapter Four gives an overview of the double shift system of schooling in Ghana in terms of its practice and the views of stakeholders. It begins with an introduction, followed by how its practice or it is being practiced as compared with some other countries, perceptions of stakeholders ranging from that of policy makers to parents and pupils in addition and concludes with the views of school heads, teachers, and parents about how the shift affected their work.

The fifth chapter presents findings from data collected for the topic under exploration. Chapter Six summarizes and analyzes data in relation to existing literature and conceptual framework of the study. It also provides a reflection of findings on the conceptual framework. It concludes with overall conclusion for the study. The study finally presents reference for works cited.

## **2 CONCEPTUAL FRAMEWORK & LITERATURE REVIEW FOR THE STUDY**

This chapter discusses the conceptual framework used as a guide for the study and its justification. The researcher chose this as result of review of literature on study and policy documents on the abolition of the double the double shift system of schooling in some developing countries. It begins with an introduction of the framework, followed by some discussions on the concepts chosen for the study out of the framework. Finally, there is a discussion on the literature reviewed for the current study.

### **2.1 A STRUCTURAL FUNCTIONALIST PERSPECTIVE OF SOCIETY**

For this current study, the researcher adopted the structural functional perspective as a guide. It is a macro theory for understanding social issues. It is a macro theory because it is concerned with how broad aspects of society such as institutions and large social groups influence the social world (Mooney et al., 2007). The theory assumes that society consist of norms, values and institutions or structures such as political, economic, education, social, religion and the family. The assumption is that, these structures or institutions are interrelation and they seek equilibrium or harmony among themselves to ensure societal progress and stability. When there is any change in any of the institutions, it is assumed the other adjust to make sure there is stability and progress in society (Kubow & Fossum, 2007, p.44). Therefore, anytime one makes a decision and implement in any of the structures, it in turn affects the other structures.

For instance, a country governed by social democrats could have most of its educational and economic policies influenced or rooted in this ideology. Furthermore, when many countries introduced the double shift, especially in the rural areas, it enhanced enrolment rates in since children could go to school and assist their parents on the farm. An example is a study in Gambia by Kea (2007), in her work entitled "*Girl Farm Labour and Double Shift Schooling in Gambia: Paradox of Development Intervention.*" In that study, one could observe that the introduction of the double shift system of schooling in Gambia in the 1990s made it possible for most rural girls to go to school and at the same time fulfill their gendered obligation accorded to them in their agrarian society, i.e., doing domestic work and providing labour on the farm. Hence, this educational policy contributed to an increase in enrolment of girls in the

rural communities and in effect the nation as whole. Also, girls in the rural communities where able to overcome this challenge of not being in school as a result of the roles accorded to them by their agrarian society which made schooling in the formal system very difficult.

The theory was adopted because in previous studies and policy documents on the abolition of the double shift system of schooling in some countries such as Chile, Vietnam, Argentina and Singapore, issues raised were in relation to the social, the economic and the educational structures of those societies (Bellei, 2009 ; Ushiogi & Hamano, 2009 ; Llach et al., 2009). This could mean that, there is an assumption that although the abolition of double shift is an educational policy or directive, the abolition could help solve problems also in relation to other systems of society. The researcher chose concepts such as educational, economic, and social and other factors as headings to explore the phenomenon, i.e., the issues the study seems to explore in relation to the abolition have some concerns for the educational institution, economic, social and other institutions. The researcher used these as a guide for the collection and analysis of data. Hence, the study utilized one of the basic assumptions of structural functionalism i.e. the interrelation between the various systems or structures of society as a guide.

The diagram below depicts the argument made in relation to the conceptual framework

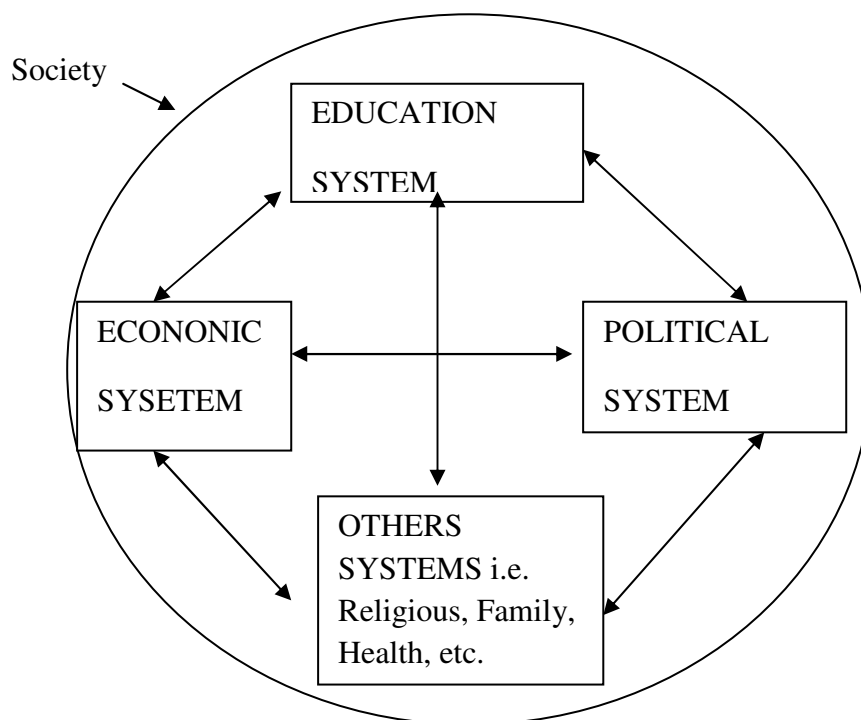


Figure 2.1 - An illustration of the structures or systems of society and their interrelation with each other to enhance equilibrium and stability. Arrows effects of a given structure on the others be it positive or negative.



## **2.2 DISCUSSIONS OF SELECTED CONCEPTS: EDUCATIONAL, ECONOMIC & SOCIAL FACTORS**

The public opposes the double shift because of the educational and social problems that characterize the programme. It is argued that under the double shift system pupils spend too few hours in schools and that too many pupils spend the rest of the hours roaming the streets, which could make them cause troubles and indulge in social vices. In addition, others see education quality sacrificed for quantity under the double shift. The argument was that teachers who teach both the morning and afternoon shift become very tired and tend to be unproductive especially in the afternoon sessions. This poses an educational problem (Bray, 2007, p. 18). Below are the discussions on the various factors.

### **2.2.1 EDUCATIONAL FACTORS**

Limited instructional hours in the double shift system are what make this system of schooling a disadvantage as compared to the single session or full day school. In double sessions or shift schools, the instructional hours are mostly between 4-5 hours a day while the single session or full day schools enjoy 7-8 hours. It is only in rare cases that both the double session or shift schools and the single session or full day schools use the same instructional hours. Data collected by Bray (2008) on the official weekly instructional time for primary schools in some selected countries indicated that in almost all the selected countries there exists variation in the instructional hours of double shift schools and single or full day schools. It was only in few countries, namely, Eritrea, Laos, Nigeria Imao State, Singapore, and Zambia that have both systems with the same instructional hours. Moreover, there may also exist variations in the various levels of primary education ,i.e., lower primary schools may have less instructional hours as compared to upper primary schools ( Bray, 2009, p.57).

The limited instructional hours in the double shift system have been the main reason why some countries such as Singapore, Chile and others are phasing or have phased out the policy of double shift and reverted to single or full day schools. Arguments raised are that abolition or phasing out double session or shift schools into single session or full day school would mean lengthening of the instructional hours, which would give more time on task. Secondly, it would increase time for additional academic or extra curricular activities such as Physical

Education, Music, and Art. For instance, the objective for phasing out double session schools in Singapore initiated in 2004 by the Ministry of Education was to provide more holistic education. This was thought to be achieved by widening the instructional time in schools so that, the additional time could be used to provide wide range of academic and non-academic activities for pupils (MOE Singapore, 2009). The limited instructional time in the double shift system did not allow much attention to subjects such as Physical Education, Art, and Music.

Thirdly, single shift schooling would also make it more possible for teachers to adopt different pedagogical approaches in the classroom for pupils to benefit fully from teaching and learning. Hence, there is an assumption that, the lengthened school day or instructional hours improves education quality.

Furthermore, although the double shift could contribute to the attainment of some economic goals because it allowed some pupils and teachers to do other productive work elsewhere when not in school at a particular time, it could have adverse educational consequences. Some teachers are likely to become more involved in other economic activities when they can earn more from those activities as compared to only relying on teaching. They might even absent themselves from classes to spend time on the other economic activities when they are supposed to be in class and teach. Some pupils are also likely to do the same and not concentrate on their studies. This was one of the causes for absenteeism by pupils in afternoon session in some schools in the Accra metropolis. Information gathered from some pupils interviewed for the study indicates this observation. According to one of the pupils, for the kind of work he does, he is able to make more income in the afternoon for up keep than selling in the morning. This made him to skip classes especially in the afternoons during the shift. He said:

Those times when we were running the shift, I attended school normally twice a week when we alternate to afternoon shift because of nature of the work I do. For the morning shift, I was always present in school because I am not able to raise more money in morning.

This might be a factor for the abolition or the phasing out of the double shift schools in some countries.

Moreover, the plans to introduce new subject curricula could be the reason for the abolition or phasing out of the double shift system of schooling. An example is Vietnam where policy makers introduced a new primary school curriculum in 2003 and it was at the same time assumed that full day schools are introduced (Ushiogi & Hamano, 2009, p. 374).

Abolition or the phasing out of the double shift, which results in the lengthening of instructional hours in schools, could also help address social and economic issues. The researcher discusses these issues under economic and social factors responsible for the change in other countries.

### **2.2.2 ECONOMIC FACTORS**

Double Shift Schools are justified on the grounds of cost effectiveness on the assumption that, it enhances efficient and effective use of material resources such as classrooms, desks, libraries, cupboards, sport facilities, etc. Schools use educational facilities to serve different groups of pupils from the same cohort at different sessions. Policy makers assume it reduces expenditure in the provision of the facilities for the pupils. However, the more intense usage of these facilities could also increase early wear and tear, thus increases maintenance cost, and in some cases require earlier replacement or reconstruction of the facilities (Bray, 2008, p. 42).

In addition, in cases where the state provides the two set of pupils with their own set of material resources such cupboards, teaching and learning materials, this adds to the cost to the state. Moreover, the state may not save on salaries for teachers and other administrative staffs when it employs different set of teachers and schools heads for the two shifts. For instance, in Hong Kong, the state did not allow teachers to teach both shifts. Hence, each shift required its full set of teachers. The government would then achieve no savings on teachers' salaries (Bray, 2008, p. 44). It is only in rare cases that the state can save on school principals' salaries by one principal handling either shifts or sessions. This might be a reason for the abolition of the double shift in some countries.

Secondly, some parents of children in double shift schools may spend extra money for their children's' education by paying private tutors to teach their wards for additional educational benefits. The reason might be that they feel the limited instructional hours did not allow their children to cover enough of the curriculum, thus putting their children at a disadvantage as

compared to those in full day schools (Bray, 2008, p. 48). Burdening parents with this extra cost could be a factor for the abolition or the phasing out of double shift schools in some countries.

Thirdly, economic transition may be another reason for the abolition or phasing out of the double shift schools. An example is Vietnam, which abolished the double shift in basic schools because policy makers thought a whole school day fit better with the transformation of their agrarian economy to an industrialized one. The economy needed qualified human resources, which the old system did not seem to supply (Ushigi and Hamano, 2009, p. 374).

The aligning of school day with parents work might be another reason for the abolition or phasing out of double shift system. Full day schools keep children occupied during the day thus enabling their parents attend to work away from the home. This is difficult in double shift schools where other shifts or sessions use the same facilities and for that matter, schools release children at a particular time of the school day. This creates some problems for working parents. They solve the problem by asking relatives to take care of their wards or they employ child-minding agencies, which involves another cost (Bray, 2008, p.48).

Hence, the abolition or phasing out of double shift schools could help working parents to overcome this extra cost. Furthermore, single shift schooling can increase the participation of women in the labour force since under double shift schooling they mostly have to stay home when the need arises and at times during the day when they otherwise might obtain paid work. An example is the case of Chile where some researchers did a study on lengthening of school day. They realized that the introduction of the full day school in 1997 increased participation in labour force of women with children in primary schools. Though the effect was economically small, it was statistically significant [Cabrera, 2008 (as cited in Kruger and Berthelon, 2009, p. 7)].

### **2.2.3 SOCIAL FACTORS**

One major social issue that the double shift system of schooling seeks to address in many countries is enhancing social equity. This system of schooling would makes it possible for pupils of low income families or low socio-economic to go to school and at the same time work to support their families ( Bray, 2008, p. 62).

However, policy makers in many countries hope to reduce the social inequity, truancy, and juvenile delinquencies said to in fact characterize the double shift system of schooling by phasing it out. For instance, Trinidad and Tobago abolished the double shift system in order to reduce the social inequity which in practice, the system turns to generate. There, junior secondary schools, i.e., "forms 1-3." which sought to address the educational needs of pupils who failed the Common Entrance Examination practiced the shift. While, the full day or single session secondary schools, i.e., "Form 1-5" provided education to those who did well in the Common Entrance Examination. The pupils of the full day secondary schools came from higher income families as compared to those in the double shift schools (Tsang et al, 2002, p. 174). Hence, the abolition of the double shift would ensure that all pupils no matter their socio-economic background after the completion of their primary education would get access to the same system of secondary education; the conversion of the junior secondary schools into traditional secondary schools containing "Forms 1-5" also accompanied the change in policy (MOE Trinidad and Tobago, 2008).

By lengthening the instructional hours, the abolition of double shift schools could help in addressing the needs of weaker students and additional support to slow learners or give more assistance to pupils from lower socioeconomic backgrounds. An example is Chile, which had additional support to slow learners as part of their objective for abolishing the double shift system (Belle, 2009, p. 630).

Policy makers also hoped the abolition or phasing out the shift would to enhance meaningful interaction between teachers and pupils. This can help balance the acquisition of knowledge with better skills delivery and transmission of core societal values to children (MOE Singapore, 2009).

Policy makers has argued that, the abolition of double shift schooling could help in keeping pupils from becoming truants by preventing them better from absenting themselves from classes when expected to be school. The reason being that they would have no excuse for being absent such as saying, *"I am in the morning shift or I am for the afternoon"* and vice versa when found on the street roaming aimlessly at a particular time of the day.

Moreover, when pupils have to spend more time in schools, their guardians or parents cannot so easily use them for economic activities, which are to the child's disadvantage, thus curbing child labour. The abolition or phasing out the double shift schools could also help curb the

rate at which pupils become social delinquents. A full day or single session school occupies the central part of the day. This means that children have a shorter stretch of out of school time to become bored. This could prevent them from hanging around the streets and indulging in all forms of social vices because after a full day school they are already tired.

The above arguments suggest that policy makers' decision to abolish the shift schools in Accra may not be to address only an educational issue but also other social and economic issues. A structural functionalist perspective directs attention to such other possible consequences.

## **2.3 LITERATURE REVIEW**

The double shift system is a system of schooling whereby the school provides education to two different categories of the school age population at different sessions (morning and afternoon) of the school day (London, 1993, p. 354). This system of schooling is a characteristic of developing countries where human and material resources are very scarce (London, 1993, p. 356) and where finance for the educational sector is very limited (Bray, 2008, p. 26). Many developing countries adopted the policy to cater for the increasing enrolment in schools resulting from educational policies geared towards improving access to education, such as the abolition of school fees in public schools in many African countries. Policy makers adopted the double shift policy so that schools could use the existing and very scarce educational facilities such as classrooms, textbooks, libraries, etc. limited to cater for more pupils by instituting different teaching sessions (shifts) during the school day. In all developing countries introducing this system, policy makers adopted it initially as a temporary measure because of financial constraints but tended to become permanent policy for addressing resource constraints on access to public schools (London, 1991, p. 235).

Ultimately, there are quite a number of studies or documents on the double shift system as practiced in public basic schools although, few as compared to other policy issues. Some studies tried to investigate the public's perception of the double shift system of schooling. These tend to show that in most educational systems, the double shift system is minor aspect of the whole national system, and seen as inferior in terms of quality as compared to the single session or full day schools even though there is little research examining whether quality in fact is inferior. In addition, double shift tends to be less attractive to teachers and parents [Batra, 1998 (as cited in Linden, 2001, p. 2)].

Secondly, some studies have investigated the organization and the motives for the implementation of the double shift system in some African countries such as Namibia and Uganda (Kleinhans, 2008). Thirdly, there are literature on the experiences and perception of headmasters in terms of the management of the double shift system (Katjaita, 2012). The world bank has a series of documentations on this policy of some Africa countries due to the structural adjustment programme it proposed to Sub-Saharan African countries for the reviving of their economies in the 1980s (World Bank, 1988).

There are also documentations of the World Bank of some Asian and Caribbean countries such as Malaysia and Jamaica, concerning the double shift system of schooling. Other studies have looked at the economic issues of the double shift mechanism, i.e., "saving money" and its educational consequences (London, 1993, p.355). Moreover, currently, some researchers have conducted a quantitative study in Ghana to examine the nature of the shift school system in Ghana and its myriad implications on pedagogy (Bervell et al., 2013, p.25).

Other official reports and academic studies make "passing reference" to this system of schooling. Finally, Mark Bray's Double Shift Schooling: Design and Operation for Cost Effectiveness (Bray, 2008) is a major source for most issues in relation to the double shift mechanism. However, what is lacking in literature are the difficulties administrators face in deciding whether to put schools on shift ( London, 1993, p.355) as well as the current de-shifting (conversion of schools into full day or single session) which is taking place in some developing countries. In addition, these studies and documentations lack information on the experiences and perceptions of the pupils in relation to the double shift.

The abolition or phasing out of the double shift mechanism has been the initial intention of some countries like Trinidad and Tobago, while the double shift mechanism was being implemented (London, 1991, p.235). Policy makers in Trinidad and Tobago have always viewed the double shift mechanism as a temporary measure and they would phase it out as soon as the national resources could permit it. While, policy makers were formulating the policy to put schools on shift in the early 1960s, there was a fiercely debate on its dangers and plans were simultaneously considered for the adoption of the uni-session mode for junior secondary school in Trinidad and Tobago (London, 1993, p.358).

Literature on the abolition of the double shift is quite limited. Most documentation is quantitative experimental studies, which tried to investigate the effect of the abolition on other

educational, social, and economic issues. In addition, researchers conducted these studies in South American Countries such as Chile and Argentina (Bellei, 2009; Kruger & Berthelon, 2009; Llach et al, 2009). Some other studies tried to look at the abolition as part of larger issues. An example is a study conducted in Vietnam (Ushiogi & Hamano, 2009). Some educational review documents of countries like Singapore tried to touch on issues in relation to the abolition (MOE Singapore, 2009). There is also literature study on Colombia that employed a mixed methods approach (Garcia et al., 2012). Finally, there is an article on Trinidad and Tobago with regard to difficulties in the implementation of the policy and some other government records on the implementation (London, 1993; MOE Trinidad and Tobago, 2008). However, so far there is no literature on the abolition or phasing out of the shift in Africa. Below follow a discussions of the above mentioned literature concerning the various countries.

First, the study on Vietnam was in relation to issues on funding with respect to the attainment of Universal Primary Education in Vietnam. It also included an examination of the budgetary structure for the transition of the double shift schools known as 'Two Shift Schools' in Vietnam. With respect to the abolition, the focus was on the cost involved and the disparities it will create between regions that were capable of responding to the educational reform concerning the introduction of a new curriculum and the transition to full day schools. The study also gave the reasons for the abolition or transition of primary schools into full day schools. These were the transformation of the Vietnamese economy from agrarian into industrialized economy and the introduction of a new curriculum that necessitated the abolition (Ushiogi and Hamano, 2009, p.374). However, it did not indicate whether these were the views of policy makers with respect to the abolition. It also failed to tell readers more about the implementation of the change with respect to the number of hours spent in school now, the use of the additional hours, etc. It also failed to inform readers about what the new curriculum entailed, and how it necessitated the transition to full day schools.

Secondly, the document reviewed on Singapore with respect to the abolition or phasing out of the double shift schools indicated the rationale, i.e., the provision of holistic education, balancing the acquisition of knowledge with skills delivery and the imparting of core values of society to children. The document indicated parents' views about the abolition with respect to the hours spend in schools. In addition, how policy makers intend to implement the change in schools. This included the reforming of the curriculum to include non-academic



programmers such as physical education, music, and arts. Moreover, the change in policy placed emphasis on co-curricular activities (extra-curricular activities). The idea was that these co-curricular activities play key role in developing pupils' character in addition to civics and moral education, pastoral care and career guidance, community involvement programme, service-learning initiatives, help shape children as team players, concern for others, and treat others with respect. The document indicated the period set by Singapore to bring finally the abolition of the shift in primary schools to an end, which began in 2004. The year 2016 has been set for the final transition of schools to single session schools. In addition, there is an indication of the number of schools policy makers intend to build and upgrade and the construction of facilities such as indoor-sport halls, to enhance the achievement of the goals of the abolition (MOE Singapore, 2009).

Thirdly, the researcher reviewed another document about the issue in Colombia that employed a mixed method approach. It was a study conducted to examine the effect on students' outcomes of the change from half-day schooling (*media jornada*) to full day school (*jornada completa*). The researchers employed quantitative method to examine the relationship between full day school and rates of drop out and grade repetition. The sample of the study was from elementary graders of some public schools in Colombia. To complement their quantitative findings, they employed case study to discuss the mechanism behind the underlying effect of school schedule on students' outcomes. The study compared two schools with high and low dropout rates to explore the issue studied. The goal was to understand the mechanism behind early school drop out by drawing experiences of children, parents, and teachers associated with schools that differed substantially in dropout rates. The conclusion was that full day schools reduce early school dropout rates and grade repetition and that these occur because of the compensatory effects of better adult supervision, academic guardianship, and socio-emotional support in full day schools. With respect to the abolition, the study indicated that Colombia has not been able to implement the change at the national level even though in the 1990s, the state passed a law for the transition of all double shift schools into full day schools for improving education quality. It indicated that the implementation of the law has been very slow and deteriorated in the year 2002, when the state gave school administrators the opportunities to organize school time instruction depending on the particular needs of the municipalities (Garcia et al., 2012). The study indicates that the Colombia implemented the change in policy at the municipal level. It failed to inform readers more about the rationale behind the abolition apart from what it indicated the law stated in the

1990s. It also did not examine the implementation of the change with regard to infrastructure provision, how schools are using the additional time, etc.

Another document reviewed concerns Buenos Aires in Argentina. This was an experimental study conducted to assess the effect of longer school days on educational, employment and achievements. The sample for the study was a 1971 cohort group who went through the full day primary schools. Traditionally, the daily length of primary school schedule in Argentina was between four, and four and half hours. Pupils would attend school either in the mornings (very common) or in afternoons. Later, policy makers introduced the full day scheme where pupils spend about eight hours and 30mins including two hours of lunch. The study indicated that the transition of schools to full day schools in Argentina began as a pilot test in 1957 and it had by 1971, expanded to encompass 50 % of the primary schools in the city of Buenos Aires. It indicates that the achievement of better educational and social purposes such improve education quality and increase participation of women in labour force necessitate for the change in policy. With regard to the implementation, the study indicated that, a new curriculum was introduced, 35 % of the additional hours were allocated to Mathematics and Language, 25 % to one- on- one teacher assisted studying by weaker pupils, etc (Llach et al., 2009). The study provides no information about reactions of teachers, school principals, and parents towards this change and what happened in schools with regard to infrastructures.

There was a review of a relevant document about the issue in Chile. This was a quasi experiment to analyze whether the availability of full day high schools affect the likelihood of Chilean adolescent girls becoming mothers. The sample was teenage girls who are of child bearing and high school age (15-19years). The conclusion of the study was better the access to full day school reduces the likelihood that adolescents become mothers. In addition, it found a relationship between education and adolescent motherhood, i.e., the higher the educational attainment, the less is the likelihood of being a teenage mother. The study supported the rationale for changing double shift schools into full day schools, i.e., that it improves education quality by increasing the time students' spend in the classroom. In addition, the study informs readers about how the implementation of the Full Day School is being done in Chile. Literature also indicates a gradual implementation of the change in Chile because of financial constraint. Below is a summary of the implementation.

- Policy makers lengthened instructional hours by 30 % without lengthening the academic year. This amounted to an additional 1.4 hours of daily classroom time on average.
- Policy makers made funds available to schools that wish to receive public funding for changing operation operations to full day school. Schools obtained this fund by submitting their academic plan and request required funds to operate under full day regime. The Ministry of Education did this by a competitive application process.
- There was also 40 % increase in per student subsidy to cater for operational cost such as provision of school lunch.
- With the expansion of school infrastructure to accommodate all pupils at the same time of the school day, schools had to apply for funding. Funds were limited so the Ministry of Education gave priority to schools that had pre-existing deficit with infrastructures and those that were located in areas of socio-economic vulnerability (Kruger and Berthelon, 2009).

However, the study contained no information about how the additional hours were used in the schools, whether the curriculum was reformed or not, and at what time the school day was supposed to start (closing time was 4 : 00 p.m.).

The researcher reviewed another document again with respect to the abolition or the transition of double shift schools into full day schools in Chile (Bellei, 2009). The study evaluated the impact of the full day programme on the academic achievements of pupils in high school. The study indicated the rationale for the transition of schools to full day, i.e., improving educational quality by lengthening the instructional time so that teachers can cover additional educational materials, increase the depth in which they teach topics and adopt different pedagogical approaches, and the lengthened instructional time would enable them to give additional support to slow learners. It concludes that the full day programme had statistically significantly positive effects on rural students and students attending municipal schools. The positive effects were greater on disadvantage students' achievement. Also, the study indicated that, the full day programme give students more opportunities to use school resources and thus spend less time in activities that had no clear academic benefits such as working and roaming on the streets aimlessly. The study also gave a description on the implementation of the change. This included the construction of new classrooms, bathrooms, cafeterias, and rehabilitation of existing ones, and a permanent increase in monthly per student subvention and all high schools decided on how to allocate extra time, combining both academic and

non-academic activities (Bellei, 2009). However, the study does not contain information about whether the curriculum was reformed to meet this change or not, at what time the school day was supposed to start and end and how the additional hours were used apart from the location of 42 % of this hours to mathematics and language.

Finally, the study reviewed some documents on the issue in Trinidad and Tobago. The document contains information on the difficulty policy makers in Trinidad and Tobago faced with the implementation of the change in the early 1990s (London, 1993). The article indicated that in Trinidad and Tobago, policy makers have attempted several times to convert the double shift schools into full day school but without much success. Policy makers created a special division in the Education Planning Division for the transition and conversion of schools into full day schools but this was short lived. In the early 1990s, policy makers had wanted to de-shift all the double shift schools but only one school was de-shifted. The article also notes that, policy makers had always viewed the double shift as a temporary mechanism. Truancy, violence, and anti-social behaviour among students were reasons why they wanted to phase out the shift in the junior secondary schools. The article also indicated the double shift schools had poor image and low esteem, and that parents were unwilling to accept placement for their children in them (London, 1993). In the early 1990, Trinidad and Tobago could not de-shift its junior secondary schools as planned probably for economic reason. The means for constructing new educational facilities and cater for other educational expenses were not available. Another document reviewed on the issue in Trinidad and Tobago (MOE Trinidad and Tobago, 2008), notes that the phasing out of double shift schools began again in the year 2002 and that by 2008, the last schools were de-shifted. This was also accompanied with the conversion of these junior secondary school into a five or seven year secondary school which was then a privilege enjoyed by those who excel in the common entrance examination (as indicated in 2.2.3). The article indicated that for that period, the overall goal was to ensure equitable access in the secondary school system. Other reasons were more instructional time to make possible greater participation of students in co-curricular and extra-curricular activities, improvement in students discipline and attendance, greater knowledge by teachers of their students' aptitude, abilities, and interest. The article also indicated that the implementation included curriculum reform to add technical education as a general subject (Tsang et al, 2002), construction of new classrooms to accommodate the rest, school time to start at 8am and ending at 3:00pm. In addition, the report provides information on the views about some parents and pupils with respect to the abolition (MOE, Trinidad and Tobago,

2008). Yet, another source indicated that, Trinidad and Tobago was able to finally de-shift its junior secondary school by 2008 because it secured finance the Inter America Development Bank for the for the modernization of its secondary education (Tsang et al., 2002). However, none of the articles on Trinidad and Tobago contained information about how the schools in fact are utilizing the additional hours.

The above literature is relevant for this current study because, it contains information that the current study aims to explore, i.e., the reasons for the abolition and the implementation of this policy change. However, most of these were evaluation studies conducted in secondary education. They contain no analysis of experiences and perceptions of stakeholders about the change in various countries. Since relevant literature is limited and lacking in Africa or the West Africa Sub- Region of which Ghana is part, there is a case for an African study. This current study aims to meet such need with respect to the rationale for the abolition and the implementation of the change in public basic schools. In addition, it aims at adding perceptions of stakeholders such as teachers, policy makers, parents, even pupils, etc which is lacking in literature about the abolition of the double shift unlike the literature on the double shift mechanism itself. Additionally, it will also fill the gap in the literature of the double shift mechanism itself by adding the perception of pupils who went through this system which existing literatures failed to capture. It is worth noting that, Ghana's case with respect to the issue explored is unique as compared to the other countries covered in the existing literature. In all those countries that have abolished the shift or that are in the process of finally phasing out double shift schools, the directives came from the central government. In Ghana, it arises out of a local initiative. Colombia may resemble Ghana in this latter respect, but report on the country provides no information about how the municipals are implementing the change. In addition, as compared to other countries, policy makers implemented or are implementing the change gradually but in the case of Ghana, it was not.

Table 2.1: Gives a summary of the literature reviewed.

AUTHORS , DATES & COUNTRY	REASONS FOR ABOLITION OF THE DOUBLE SHIFT SYSTEM	IMPLEMENTATION OF THE CHANGE
Ushioji & Hamano, 2009 (Vietnam)	Transformation of the economy into industrialized one and Introduction of new curriculum	No information
MOE Singapore, 2009 (Singapore)	Provision of Holistic Education	Reforming the school curriculum to include subjects such as physical education, music, and arts. Construction and rehabilitation of educational infrastructures, etc
Garcia et al, 2012 (Colombia)	Improving education quality.	No information
Llach et al, 2009 (Argentina)	Improving education quality. Providing solution to the uneven consequences of the increasing women participation in labour force	Reform curriculum, Additional hours allocated to extra teaching in mathematics and language, one-on-one teacher assisted studying.
Kruger & Berthelon, 2009 (Chile)	Was not indicated	40% increase in per student subsidy for operational cost, funds provided to schools for the expansion of existing infrastructures and building new ones.
Bellei, 2009 (Chile)	Improve education quality and enhance equity	Expansion and rehabilitation of educational facilities and increase in per student subvention.
London, 1993 (Trinidad & Tobago)	Curb Truancy, violence and anti- social behaviour among students.	Quite a failure
MOE Trinidad and Tobago, 2008 (Trinidad & Tobago)	Ensure equitable access to secondary education	Reform the curriculum, expansion and rehabilitation of existing educational facilities, Schools operated between 8am and 3pm.

### **3 RESEARCH METHODOLOGY**

This chapter discusses the methodological approach of the study. The study employed a qualitative research strategy and a case study design to explore the rationale behind the abolition of the Double Shift System of Schooling (DSS) in Ghana, its implementation in the schools and the perception of stakeholders about the change. It sought to gather information from local policy makers, education officers (national, regional, and metropolitan education directors, school principals, teachers, etc), beneficiaries of the policy (parents and pupils) and an official of the Ghana National Association of Teachers (GNAT). The researcher collected data from primary sources through semi-structured interview, informal discussions, non-participant observations, and analysis of a document that gave an account on the implementation of the change in the selected schools. Discussions on the methodological paradigm or approach to the study was covered under the research strategy, research design, methods of data collection and analysis, an introduction of the research site and participant selection, ethical issues and finally issues of issues on reliability and validity of the study.

#### **3.1 RESEARCH STRATEGY**

Research Strategy according to Bryman is 'a general orientation to the conduct of social research' (Bryman, 2008, p.22). Quantitative, Qualitative and Mixed Methods are three main strategies used by social researchers to explore and understand a social phenomenon. These three strategies are by some researchers seen as distinct because of their orientation to the role of theory in relation to research, epistemological orientation and ontological orientation (Bryman, 2008, p.22). However, others see these fundamental contrasts by these researchers as ambiguous because regarded them as simultaneous and to others as no longer useful or even simply as 'false' [Layder, 1993 (as cited in Bryman, 2008, p.21)]. Some researchers have suggested to other researcher not to view the three strategies as polar opposites or dichotomies; instead, they represent different ends of a continuum [Newman & Benz, 1998 8as cited in Creswell, 2009, p.3)]. The reason being that, a study tends to be more qualitative than quantitative and vice versa, whereas, mixed methods research which incorporates elements of qualitative and quantitative resides in the middle of the continuum (Creswell, 2009, p.3). The selection of any of the strategies for a particular research depends on the topic under study and the philosophical worldview of the researcher.

The mixed method approach is a combination of qualitative and quantitative strategy in a single research problem understudy (Bryman, 2008, p.603). A mixed method strategy incorporates both elements of quantitative and qualitative strategies in terms of data collection and analyses in the exploration and understanding of a social phenomenon. In mixed methods researchers, simultaneously apply the strengths of both qualitative and qualitative elements in one study, which helps to overcome the weaknesses or limitations of both strategies making ones results or findings more authoritative. Pragmatic researchers mostly use this method because they do not see the world as an absolute unity. This makes them to apply many approaches in the collection and analysis of data for a particular study, rather than subscribing to one approach (Creswell, 2009, p.11).

A quantitative research strategy is an approach to the study of social phenomena that places emphasis on quantification, i.e., numerical and statistical data in the process of data collection and analysis. It usually entails theory testing by employing a deductive approach to the relationship between theory and research. This incorporates the norms and practices of the natural science model (experiments and surveys) and of positivism: a view of social reality as external and objective because social phenomenon and their meanings have an existence that is independent of the social actors (Bryman, 2008, p.22). In doing quantitative research, the researcher states a hypothesis based on a particular theory and collects data to test this hypothesis. He or she then confirms or rejects the hypothesis based on findings. The researcher does with the objective of generalizing ones findings to a larger population from a limited sample. According to Creswell, the final report structure of a quantitative work depicts introduction, literature, theory, methods, results, and discussions [Creswell, 2008 (as cited in Creswell, 2009)].

Qualitative research strategy on the other hand, is an approach to the study of social phenomenon placing emphasis on words rather than quantification in the collection and analysis of data. It usually employs an inductive approach to the collection and analyses of data and theories emerge as a result. However, in recent times the growing maturity of qualitative strategy have made qualitative researchers become more interested in employing deductive approach to the collection and analysis of data, i.e., testing of theories which is a well known feature of the quantitative strategy [Silverman, 1993 (as cited in Bryman, 2008)]. A qualitative approach embeds in interpretive social science that rejects the practices and norms of natural science and positivism to the study of a social phenomenon because it sees



the social world as relativistic (individuals construct the social world through interactions). A qualitative research strategy places emphasis on ways in which individuals interpret their social world and views social reality as constantly shifting emergent property of individuals' creation why because individual construct social reality (Bryman, 2008). Qualitative researchers are always interested in 'meaning making', i.e., the meanings their participants attached to a phenomenon studied and seek to interpret from participants' view. This research strategy facilitates a study of issues in depth and detail, producing rich data and information about smaller number of people and cases without being constrained by predetermined categories of analysis (Patton, 2002, p.14)

Looking at the above arguments made concerning the three strategies, a qualitative research strategy seems fit for the current study that aims at exploring and understanding some policy documents on the change in policy. Also the perception of stakeholders such as local policy makers, education officers, teachers, school principals, an executive member of the Ghana National Association of Teachers (GNAT), pupils and parents about the abolition of the double shift system of schooling in Metropolitan Accra. Using a qualitative strategy gives the researcher the opportunity to give detailed descriptive report of participants' perceptions and views about the whole phenomenon studied (Berg, 2007).

The first research question, which attempts to find out from the different categories of stakeholders ranging from policy makers, education officers, teachers, etc on the rationale behind the abolition of the policy is to illustrate the different thoughts and view these categories of people have about the policy change. The second question sought to find out the on implementation of the change in the schools. Here, the researcher used a document on the policy change by the office of the Accra Metropolitan assembly. The researcher believed that the implementation of documented policy change is a reflection of the meanings policy makers attach to the phenomenon. The best is to analyze the issues from their point of view and not from the researcher's view. The final question sought to find out from the informants their overall perceptions about change. The researcher believed that their perceptions would be reflection of their experiences about the old policy and now the change. Hence, one has to make a detailed report or account on their views.

Addition to this, the researcher employed this strategy also because she does not have much knowledge and experiences about how the double shift system of schooling and even the policy change although she has done some readings on it. Hence, studying the whole phenomenon from the researcher's point of view will create many biases. In addition, using quantitative strategy would not depict a clear and true picture about the phenomenon studied since it places more emphasis on quantification of data collected and statistical data. Nonetheless, the study will use statistical data to back some arguments or make some reflection on arguments made by participants but this does not make it a quantitative study. Although qualitative studies place emphases on words it sometimes infer to statistical data for conclusion. This is in line with Kirk and Miller's argument about qualitative research: that it need not to imply commitment to 'innumeracy' [Kirk and Miller, 1986 (as cited in Silverman, 2006, p.51)].

### **3.2 RESEARCH DESIGN**

Research design and Research method guide any study that a researcher seeks to accomplish. According to Bryman (2008), research design and methods are the two other decisions a researcher has to make in addition to the decisions made in relation to the way one carries out and the analysis of data of a whole research. He argued that while these two concepts are distinct. Research design guides the execution of a research method and the subsequent analysis of data. It is framework for the generation of evidence that is suited both to certain set of criteria and to the research question in which the investigator is interested (Bryman, 2008, p.30). Hence, research design provides the framework for the collection and analysis data. Research method is simply a technique for data collection (Bryman, 2008, p.31).

Research design is also the logical sequence that connects empirical data to initial research questions of a study and to its conclusions (Yin, 2003, p.20). The selection of any design for a study depends basically on the purpose of study, the audience of study, the funds available, the political context and the ability / biases / interest of the researcher (Patton, 2002, p.253).

There are different kinds of research design, namely, experimental design, ethnography, longitudinal design, cross-sectional or survey design, case study, comparative, phenomenology, grounded theory, etc. Each of these designs are used based on the kind of study to be carried out, i.e., quantitative, qualitative or mixed methods. Quantitative studies mostly employ experimental and survey designs. On the other hand, qualitative studies utilize

ethnography, grounded theory, and phenomenology designs. Both quantitative and qualitative researchers employ case study and comparative designs (Bryman, 2008 p.62).

Since the study utilizes qualitative strategy, then, the type of design chosen should also be suitable for this. The researcher can employ ethnography, phenomenology, grounded theory, case study, or comparative designs. This current study utilized case study design.

### **3.2.1 CASE STUDY DESIGN**

Case Study design originated from political science, sociology, urban studies, evaluation, and other social sciences disciplines. It is a research strategy employed by a researcher to explore a programme, an event, activity, process or one or more individuals in depth (Creswell, 2009 p, 13). It is also a strategy used to investigate a contemporary phenomenon with real life context, especially when the boundaries between phenomenon and context are not evidently clear; and which multiple sources of evidence are used (Yin, 2003 p.13). This definition by Yin has been challenged by Woodside who argued that the central focus of case study is on research issues, theory and /or empirical inquiry on an individual and not necessarily limited to contemporary phenomenon or real-life contexts when boundaries between phenomenon and contexts are not evidently clear (Woodside, 2010, p.2). According to him, what defines a case study research lies in the supreme importance placed by the researcher on gathering resulting into describing, understanding, predicting and /or controlling the individual cases (Woodside, 2010).

A case is the term used in case study to associate it with a location, such as community or organization. The emphasis tends to be on an intensive examination of the setting (Bryman, 2008, p.53). Hence, the main focus of this design is to develop an in-depth analysis of a bounded case (single case) or multiple cases by gathering information from multiple sources such as document, archival records, interviews, participant observation, physical artifacts and even qualitative data ( Miller & Salkind, 2002, p.147).

Unlike the other research designs, case study design emphasizes detailed contextual analysis of a limited number of events or conditions and their relationships. From the above explanations, it could be argued finally that case study design is specifically used for in depth and extensive study of specific issues within a particular setting or context for an in depth

insight or understanding of the issue. Case study design could either be exploratory, explanatory, and descriptive.

A critical look at the above explanations for the various research designs, case study design is the most appropriate for the current study, which aim at exploring the rationale behind and the implementation of the abolition of the double shift system of schooling in Accra metropolis, which also explores the views of stakeholders about the change.

The study employed case study design because the overall aim or purpose of the study does not fit into others qualitative designs mentioned. That is to either developing a theory or describing the culture of a group of people or describing the essence of experience surrounding a phenomenon by a number of individuals. Secondly, a critical look at the objectives of this study shows that the researcher is interested in a particular phenomenon or issue (abolition of the double shift system of schooling) and a particular setting (Accra Metropolitan Assembly) which fits into Yin's definition of a case study. Furthermore, the Accra Metropolitan Assembly (setting of the study) is just a single district out of the 170 administrative districts Ghana has (Ghana Statistical Service, 2012, p.10) which has implemented this policy change (abolition of the double shift system of schooling) at the time of the study. However, the study also employed some elements of comparative design to seek explanations for similarities and differences of the research in terms of the implementation of the policy in selected schools (Bryman, 2008 p.58).

### **3.3 METHODS OF DATA COLLECTION**

As indicated, one of the key decisions a researcher has to make in order to accomplish study is the type of research method. Research Methods are the techniques for gathering or collecting information or data for a study (Bryman, 2008, p.31). Examples of these techniques are interviews, participant and non-participant observations, questionnaires and document analysis. Researchers use these methods depending on the kind of research strategy they employ in their work. Researchers gather information for their work from primary and secondary sources. Primary sources are documents, speeches, or other sort of evidence collected or produce at the time of study. Some of these sources offer insider's view of a particular event. These include autobiographies, interviews, diaries, memoirs, official records, artifacts, etc. On the other hand, secondary sources provide interpretation and analysis of

primary sources. They are some steps removed from original event. Examples are encyclopedia, textbooks, newspaper articles of a person or an event, magazines, etc.<sup>5</sup>

The researcher gathered information for the study through primary sources, which include interviews, fieldwork notes, and official documents. The techniques employed are document analysis, interviews, informal discussions, and non-participant observation, which is typically methods of data collection, associated with qualitative case study such as this, to elicit rich and in depth data.

### **3.3.1 DOCUMENT ANALYSIS**

Written documents are part of the three kinds of data collection that qualitative findings are generated (Patton, 2002, p.4). Document Analysis is a systematic procedure for reviewing or evaluating documents, i.e., both printed and electronic (computer based and internet transmitted) materials (Bowen, 2009, p.27). According Patton (2002), document analysis includes studying excerpts, quotations, or entire passages from organizational, clinical or program records; official publications and reports; memoranda and correspondence; personal diaries; and open - ended written responses to questionnaires and surveys (Patton, 2002 p.4). Researchers use this in combination with other qualitative research methods as a means of triangulation, i.e., the combination of different methodologies in a study to make one's evidence credible. Moreover, help to guide one's work against accusation that a study findings are simply on artifacts of single method, single source or a single investigator's bias [Denzin, 1970; Eisner, 1991; Patton, 1990 (as cited in Bowen, 2009, p. 29)].

Some researchers have argued that, in order for a researcher to elicit meaning, gain understanding and develop empirical knowledge about a phenomenon which has been documented, data from these documented sources are required to be examined and interpreted [Corbin & Strauss, 2008 (as cited in Bowen, 2009, p. 27)]. Others have suggested that, documents as sources of data collection should not be viewed as ways of gaining access to underlying reality rather, they should be viewed or seen as distinct level of "reality" in their own right and also, examined in terms of the context in which they were produced and the implied readership. This makes documents to be significant for what they were supposed to accomplish [Artkinson & Coffey, 2004 (as cited in Bryman, 2008, p. 526 & 527)].

---

<sup>5</sup> See [www.knowledgecentre.unr.edu](http://www.knowledgecentre.unr.edu)

The above arguments made implies that, collection of documents for a study must be carefully done, documents must be well examined and interpreted to find out if they have connection or relationship with the phenomenon under study. In addition, one must consider the context of production and

The study employed document analysis because of its nature. That is, a qualitative case study that involves the combination of many methods of data collection techniques, at least two, in order to get an in-depth understanding of the phenomenon understudy or to produce a rich description of the phenomenon understudy [Yin 1994 (as cited in Bowen, 2009, p.29)]. The study also employed it to check the relationship between what participants said and what policy makers have documented.

In addition, the researcher employed it as a main source in addition to interview and non-participant observation for gathering information to answer research question two, which seeks to find out what the reform entails and how policy makers are implementing the change in the schools under the Accra Metropolitan Assembly (AMA). A document which has been produce by the office of the Accra Metropolitan Assembly containing all its policy initiatives, programmes and projects for all the sectors of the metropolis including education was collected with assistance from one officer at the office of the AMA. Furthermore, all other supporting documents such as official documents on pupils test score, and enrolment rates in schools which would be used to support some facts raised by some participants for this study were collected through assistance from two education officers at the Accra Metro Education Office (AMEO). The officers gave out those documents based on permission from the Accra Metro Director of Education (AMDE) because some of the documents were not for public consumption.

The researcher collected these documents from original source to ensure its authenticity, credibility, representativeness and meaning in relation to the phenomenon explored as suggested by Bryman (2004) as what researchers should consider when collecting documents as instruments of data in an inquiry (Bryman, 2004, p.381).

### **3.3.2 INTERVIEW**

Interviewing according to Bryman (2008) is probably the most widely employed method used in qualitative research (Bryman, 2008, p. 436). This was concurred by King and Horrock (2010). Hannan (2007), explained that interviews are widely used because, it is the most powerful means of both obtaining information and gaining insight. King and Horrock (2010) outlined four types of interviews, namely, investigative journalist interviews, celebrity interview, job interview, and qualitative interview (King and Horrock, 2010, p. 2). Qualitative interview is what the study focuses on among the above mentioned.

A qualitative interview is the type of interview, which places emphasis on open ended and non - leading question, focus on personal experiences and seeking to build rapport with the interviewee (King and Horrock, 2010, p. 2). It is also a method of collecting data, which involves questioning, or discussing of issues between the interviewer and sampled participants or respondents (Blaxter et al., 2001). This method of data collection enables the interviewer or the researcher to collect data that is very rich of participants' experiences, opinions, aspirations and feelings as well (May, 1993). The interviewer plays in the attainment of the rich data (Patton, 2002, p. 341). When the interviewer is too aggressive, the participant or interviewee can clam up and this can have serious limitations for the study (King and Horrock, 2010 p.1).

Researchers can conduct interview for one respondent and a group of respondents as well. There are different types of interviews outlined by researchers. Researchers based these types of interview on the types of questions asked and the approach to the collection of data, by interviewing. Structured, Standardized, Semi-Structured, Unstructured, Focus Group sometimes known as Focus Interview, are some types of interviews outlined by social researchers such as Bryman (2008, p.196). Other researchers such as Patton (2002) have outlined Informal Conversational Interview, The Interview Guide, and the Standardized Open-Ended Interview (Patton, 2002, p.342). The types of interview outlined by the above mention researchers share or have similar meanings. For example, Patton's Conversational Interview is what is termed by Bryman as Unstructured interview.

For the purpose of this work, the researcher employed Informal Conversational Interview (Unstructured Interview), Semi -Structured Interview and Focus Group Interview.

### **3.3.2.1 Informal or Conversational Interview**

Informal Discussion is also known as unstructured interview [Fontana and Fey, 2000 (as cited in Patton, 2002, p. 342)]. This type of interview relies on spontaneous generation of question in natural flow of an interaction, which is often as part of the ongoing participant observation fieldwork (Patton, 2002, p. 342). The researcher who employs this type of interview uses a general interview guide, aide-memoir that has list of issues or topics the researcher wants to cover concerning a phenomenon explored, or information one wants to gather from participants. The researcher uses the interview guide as a checklist to ensure that respondents provide all relevant information (Patton, 2002, p.342; Bryman, 2008, p.196). This type of method of gathering data offers flexibility to pursue information in whatever direction appears to be appropriate depending on what emerges after talking with one or more individual about a phenomenon studied or observation of a particular setting. This method of data collection allows the interviewer to change the interview questions over time and the new questions developed is based on the information gathered beforehand to expand earlier information collected. In addition, researchers who use this method write down the information gathered after the interview and mostly do not take notes or record when discussion is ongoing (Patton, 2002, p. 342).

This method was employed to seek information from one of the education officers , i.e., the Regional Director of Education in relation to the phenomenon studied and to make follow up on issues raised by policy makers and other people. The regional director had a busy schedule, which made it impossible to have a semi-structured interview. At my first meeting with her, I wanted to set a date aside so that I could come and interview her later but she told me it would not be possible. She asked me of the purpose of my visit. I formed her about my intention for the visit and even outlined relevant issues. Immediately, we began our conversation through which I was able to gather some information for my study. She touched on most of the relevant issues I was interested in and had outlined in the interview guide I was using. The discussion lasted for about 15mins, after which, I immediately wrote down the gathered information.



### **3.3.2.2 SEMI STRUCTURE INTERVIEW**

This technique for collection of data through interview was the major tool employed in this study. Patton (2002) refers to this technique as 'the interview guide'. A researcher uses an interview guide, which is a list of prepared questions or issues that a researcher explores in relation to the phenomenon studied. Researchers use the guide to ensure that they follow the same basic lines of inquiry with each person interviewed about a particular study (Patton, 2002, p. 343). The kinds of questions asked are general in their frame of reference as compared with structured interview and questions are mostly open-ended (Bryman, 2008, p.196). This allows the interviewer to probe in relation to a particular issue and to obtain clarification when needed.

The researcher used semi-structured interview as a major technique in gathering information for the work. The study utilized this technique to seek information from local policy makers, education officers, school heads, teachers, and an executive member of GNAT. The researcher conducted face to face with all respondents at their offices. In addition, she gave respondents copies of the interview guide, which contained open-ended questions before conversation began. The questions on the guide range from issues in relation to the Double Shift System of Schooling (DSSS) to the change in policy. The researcher did this because getting to know and understand what transpired in the old system would help in understanding the issues in the relation to the change in policy that is the focus of the study. For some respondents, the questions did not follow the sequence scheduled. Most of the questions were probed further to get a more detailed understanding of some issues explored. Some respondents had leeway in responding to some issues or questions asked. In all situations, the researcher introduced herself to the participant and sought their permission before conducting the interview. The interview lasted 35-60 minutes.

### **3.3.2.3 FOCUSED GROUP DISCUSSION OR FOCUSED INTERVIEW**

Focused Group Discussion or Focused Interview is a method of interviewing several participants at the same time on a specific topic or issue to be explored (Bryman, 2008, p. 473). This method of data collection contains elements of group interview and focused interview because it involves several participants or respondents discussing a topic and these participants or interviewees are chosen based on their involvement in a particular situation or their experiences of particular phenomenon which the researcher is studying [Merton et al.,

1953 (as cited in Bryman, 2008, p. 474). Researchers employ focus group discussion in their studies to find out the way individuals discuss certain issues as members of a group rather than simply as individual. Moreover, to find out how they respond to each other's view and build up a view out of the interaction that takes place within the group, which helps in bringing out wide variety of different views in relation to a particular issues. Hence, it offers the researcher with the opportunity to understand the ways in which individuals collectively make sense of a phenomenon and construct meaning around it (Bryman, 2008, p. 473 & 475).

The researcher used this technique to gather information from pupils and parents for the current study. The pupils' group composed of 7 respondents, 3 girls and 4 boys. On the other hand, 4 women and 3 men was the makeup of the parents' group. The researcher organized this focus group in only one of the selected schools because of its convenience and the good cordial relationship the researcher established with the Principal and the teachers.

The researcher used the local dialect to conduct the discussion in the parents' focus group and English for the pupils' group. The researcher explored some issues arising from the interview with the school head and some teachers in the pupils' group to find out about their perspective on those issues. In both interviews, the researcher informed participants about the purpose of the study and gave interview guides before discussions began. The research prepared separate interview guides for pupils and parents but questions were all in relation to the phenomenon under study. During the discussions in both groups, some members built a lot on other issues discussed and some only agreed to what others said. There seemed to be consensus within each group on these issues. During the pupils' discussions, the researcher encountered a problem of two people wanting to speak at the same time before she quickly intervened. The parents' discussion lasted for about 15-30 minutes while, the pupils discussion lasted for about 30-45 mins because of more probing.

### **3.3.3 NON PARTICIPANT OBSERVATION**

Researchers use this term to describe a situation in which they observe but do not participate in what is going on in the social setting. This method of data collection does not entail the use of an observation schedule for recording behaviour. Researchers use non-participant observation to record in as much detail as possible behaviour of participants or an issue with the aim of developing a narrative account of that behaviour or issue (Bryman, 2008, p.257). It is one of the tools used to gather information in a qualitative case study such as this to enrich the information gathered.

The researcher used this method to observe the statuses of the temporary constructed structures to ascertain whether what teachers had said are true or not. In addition, researcher sat in two kindergarten classes to see how the teachers were implementing the new methodology for kindergarten following up interview with the Kindergarten Coordinator for the Metropolis. Policy makers introduced this package because of the abolition of the double shift. The main idea is to help improve the quality of teaching and learning in the district.

### **3.4 METHODS OF DATA ANALYSIS**

Data generated from qualitative studies tend to be huge and cumbersome because of reliance on prose on documents, interview transcripts, and field notes (Bryman, 2008, p. 538). This creates some difficulties in making sense of this massive amount of raw data. Researchers are able to make sense through the processes of data analysis. Qualitative data analysis is simply the processes that researchers go through in order to make sense or meaning the large amount of raw data collected for a particular study. Researchers when analyzing qualitative either do that inductively and deductively. The purpose of using inductive approach in data analysis is to, allow research finding to emerge from frequent dominant or significant theme that are inherent in raw data without the restraint imposed by structured methodologies (Thomas, 2006, p. 238).

The analysis of data in this study began with the compilation of some few field notes developed based on observation. The researcher later transcribed all interviews recorded with a digital recorder and the researcher just converted the audio responses by her participants into understandable words or sentences. The researcher did that by playing all recordings and

wrote down all responses given by the participants in relation to all questions asked concerning the phenomenon under study.

Coding which is the process of organizing information gathered or data into segments of text before bringing meaning to information is another method of data analysis applied in this inquiry [Rossman & Rallis, 1998 (as cited in Creswell, 2009, p. 186)]. The researcher employed this method of data analysis, which involves the reduction of data into meaningful segments and assigning names for the segments, for analyzing data collected through interview (Creswell, 2007, p. 148). Prior to the coding process, the researcher read all transcripts several times. The process began with the grouping of transcripts that share same meaning into items. Though, some concepts were developed from the literature review and from the conceptual framework for the categorization of items (responses of participants), the coding process was done inductively in order to develop other concepts or themes emerging the transcribed data.

The researcher used constant comparison of codes during the coding process. The researcher compared later codes with earlier ones in order to ensure consistency of her coding and if possible allow for re-coding of the earlier transcripts for some other themes or not. The coding contributed to the development of an organized data in the form of concepts for analysis in this current study.

This current study handles the presentation of findings and discussions or interpretation of analysis separately under different chapters. The study discusses findings on the issue in relation to the conceptual framework and research questions.

### **3.5 RESEARCH SITE - ACCRA METROPOLITAN ASSEMBLY AREA**

The introduction of decentralization in Ghana in 1988 led to the creation of Metropolitan, Municipal, and District Assemblies to enhance popular grass root participation in development and to promote effective and accountable local government. As at 2010, the country had about 170 administrative districts, which comprise 164 municipal/districts and 6 metropolitan areas (Ghana Statistical Service, 2012). The research was conducted in some schools and offices of one of these metropolitan areas which is the Accra Metropolitan Assembly, which stands out as the second largest area among the six in terms of population

although it covers a small land area as compared to the six and some other municipals and districts.

The AMA has the mandate by the current Education Act, ACT 778, 2008, to provide infrastructures, supervise, and monitor all activities of basic and second cycle institutions, as already stated in the introduction (Education Act, 2008, p.14). However, based on information the researcher gathered from one education officer, there is still controversy over this section of the education act with respect to the second cycle institutions. Discussions are still ongoing for its amendment to put the second cycle institutions under the supervision of GES.

During the 2009/2010 academic year, the head office of the AMA carried out a survey on the status of the public basic schools, i.e., Local Authority (LA) and Mission Schools, in its attempt to abolish the double shift system of schooling (popularly known as the shifting system of schooling in Ghana) in the public basic schools. Policy makers noted that the metropolis had about 120 kindergartens, 359 primary schools and 428 junior high school with pupils' population of 170,000 out of which 10,000 were kindergarten pupils. For the remaining 160,000 pupils, the available classroom space and other educational facilities can accommodate only 89000. The remaining 71000 pupils, which are 44 % of the school population, had no classrooms and this is what compelled the Metro Education Directorate to adopt the shifting system of schooling in the basic schools in order not to deny the pupils of their right to basic education. In addition, most of the public schools have dilapidated buildings and some were even about collapsing, overcrowded, and congested classrooms, some classrooms had poor lightening facilities and poor ventilation and others. Moreover, school compounds have been encroached by some traders and some mechanics. The pictures below depict some of the arguments made in relation to the schools prior to the abolition (AMA, 2012)



Figure 3.1. Poor Educational Facilities and Over- Crowded Classrooms

Despite the challenges the metropolis will encounter with respect to the raising of funds for the provision of necessary educational facilities to accommodate the 71000 pupils when it abolishes the shift, the Metropolitan Chief Executive took a bold decision to abolish the shift system of schooling in the metropolis. His argument was that the shift encouraged truancy among pupils and the limited instructional hours contribute to the poor performance observed in the public schools. This change in policy took effect from the 2009/2010 academic year as part of the metropolis initiative of turning Accra into a 'Millennium City' with an objective of seeking technical and financial support in a "win-win Public Private Partnership" to implement programmes and projects to hasten the attainment of the Eight Millennium Development Goals (MDGs) by 2015. The implementation was not gradual and by the end of September 2010, there was no public basic school operating under the shift in the Accra Metropolitan Assembly.

The researcher chose this site specifically for the exploration of the phenomenon because local policy makers have successfully implemented the change in this metropolis despite the challenges it will counter in relation to the huge population. Additionally, the researcher lives in one of the sub metros under the Accra metropolitan Assembly but had little knowledge about the shift and its abolition because she has not experienced it and exploring this would give her more knowledge about what transpired in the shift including its abolition.

### **3.6 SELECTION OF PARTICIPANTS**

In doing research, it is very expensive and involving to study a population in relation to the study. For that reason, researchers mostly select a portion of the population for their inquiry. The issue of selecting and making decisions about the appropriate unit of analysis be it individual (who), place (where), programmes or policies (what) and time (when) is dependent on what a researcher wants to write or say about at the end of the study (Patton, 2002, p. 229). Bryman (2008) also argued that the researcher's personal judgments, prospective respondents' availability or by researcher's implicit criteria for conclusions can influence the process of selection (Bryman, 2008, p.169). The process of selecting respondents for a study is what term as 'sampling' and sample is is the term used for the segment of the population that a researcher selects for an investigation or inquiry (Bryman, 2008, p.168). One can employ in the selection of participants so many sampling techniques. However, this is also dependent on the type of research strategy be it qualitative, quantitative or mixed methods. Researchers have grouped the sampling techniques under two main categories, namely, probability and non-probability sampling.

For the current study, the research employed some techniques of non-probability sampling. Non-Probability sampling is the umbrella term for all sampling techniques that does not fall under probability sampling because their methods for selecting participants is not by chance or randomly done. The use of these techniques are assumed to be very convenience and economical. The major forms of non - probability sampling are quota sampling, convenience sampling and purposive sampling (Ary et al., 2010, p.150). In addition, Patton (2002) identified Snowball or chain sampling, Theory based or theoretical sampling, critical case sampling and others as examples of purposeful or purposive sampling.

However, it worth nothing that the two main classifications for the various sampling techniques are not strictly dichotomized for the research strategies. Snowball sampling techniques becomes relevant to quantitative studies when the researcher needs to focus upon or to reflect relationship between people by tracing connections. This approach may be far better to use than conventional probability sampling [Coleman, 1958 (as cited in Bryman, 2008, p. 184)].

The non-probability techniques of sampling employed in these study are; Snowball Sampling, Convenience Sampling and Purposive Sampling (Criterion Sampling). Below are the discussions on the techniques employed in the study.

### **3.6.1 SNOWBALL SAMPLING**

Snowball, which researchers sometimes refer to as chain sampling is a form of convenience sampling (Bryman, 2008, p.184). Researchers use this technique to select participants or respondents for a study through initial contact with small group of people who are relevant to the research topic and then use this group to establish contact with others. According to Patton (2002), the process of snow balling begins by asking well -situated people: 'Who knows a lot about the research topic?' 'Whom should I talk to about this study?' However, with this technique of sampling, a researcher is not likely to get samples, which are representative of the population because the notion of population will be problematic (Bryman, 2008, p.183).

The researcher used this technique to get access to some the policy makers and some education officers. Before I left for fieldwork, I was able to establish links with one Ghanaian researcher who happens to be my supervisor's friend. After sending him an email on the details of my project, he gave me names of some people at the Ghana Education Service who will really be of help to me. I contacted this people when I arrived at home for fieldwork and through them, I was also able to establish some links or contacts with other people who also helped me to contact others who matters a lot in my research. Two people who are the Deputy Director of Ghana Education Service and the Director of the Basic Education helped me in getting the Director and Deputy Director of the Accra Metro Education Office. At the Metro office, the Public Relation Officer (PRO) assisted me in establishing contacts with some the Public Relation Officer and the Coordinating Director at the AMA and other Education Officers such as the Greater Accra Regional Director who contributed a lot in the abolishing of the Double Shift System of Schooling in the Metro. In addition, the researcher used this method to get access to the office of the General Secretary of GNAT. The researcher used this technique to select 8 cases or samples for the study.



### **3.6.2 PURPOSIVE SAMPLING OR CRITERION SAMPLING**

Purposive sampling is the second sampling technique employed in this inquiry. The manner of which samples or cases were chosen for the inquiry is what Patton (2002) term as 'Criterion Sampling' because cases for the study were chosen based on their experience and knowledge about the phenomenon under study. Purposive sampling is the selection of samples or cases, which are relevant to research questions posed for an inquiry. Researchers assume that, the use of this technique helps one to establish good correspondence with research questions and samplings (Bryman, 2008, p.414).

I used this technique for the selection of four schools, teachers, school heads, and pupils. All the four schools that were sampled used to be organized under shift until its abolishing in the 2009/2010 academic year in the Accra Metropolitan Assembly. This shows that the samples have some relationship with the study under exploration. Secondly, they fell within a certain criterion set by the researcher in relation to the selection of schools prior to fieldwork. For instance, the researcher selected them because they were basic schools which have primary and junior high attached with separate heads and were operating the shift until its abolishing as compared to some other schools which had the primary operating the shift and the junior high school not operating the shift. Also, almost all the teachers and school principals who were selected in this study had some experiences and knowledge about this phenomenon because they have been working for some years under the phenomenon under exploration. Furthermore, the researcher selected pupils based on their experience and knowledge about the phenomenon with assistance from one of the teachers. They have been through the shift and as at the time of its abolishing they were in upper primary (class 4 - 6) by then. In all, the method was used to select about 37 cases which is made up of 4 government basic schools (1 Mission and 3 LA schools), 8 heads and 18 teachers and 7 Junior High School pupils (JHS1, JHS 2 and JHS3). Hence, this method deems fit for this study because of the purpose of the study and the topic under exploration as well.

### **3.6.3 CONVENIENCE SAMPLING**

The current study also utilized convenience-sampling technique in the selecting of samples or cases. Convenience sampling is the selection of cases or samples that are available to the researcher by virtue of accessibility (Bryman, 2008, p.183). In other words, the researcher selects cases, which are easy to access and inexpensive to study. It is assumed that the use of

such a technique can result in the selection of 'information poor cases', i.e., cases who would have had little experience or knowledge about the inquiry. Despite this challenges, it is probably the most commonly used technique because it less costly and convenience (Patton, 2002, p. 242).

In spite of all the challenges and the risks involved in using this technique, the researcher employed it to select some parents of whom she thought matter a lot in this study. The researcher used convenience sampling because of the difficulty in selection of parents for the study. Therefore, using this method would help the researcher obtain some information from some parents' perspective, which is far better than not get anything at all. The researcher used this method to select the parents for the focus group discussion. One of the teachers informed her about Parents Teacher Association (PTA) meeting which the school would organize for all JHS3 pupils' parent in relation to their forthcoming national examination (BECE). She took advantage of it and went to the school very early on that particular day to have discussions with some parents in relation to the inquiry. Seven parents made up of 4women and 3men arrived a bit earlier were used. She sought their permission to have a discussion with them after an introduction by the head master. From the above explanations, it could be observe that the researcher used this cases based on their convenience and accessibility. In all, I used this method to select 7cases for the inquiry.

Briefly, I used the above techniques to select of 48 cases or samples for the inquiry under exploration.

**Table 3.1 is a summary for cases selected; method of sampling technique and data collection used and place of data collected.**

<b>INFORMAT</b>	<b>NUMBER OF INFORMATS</b>	<b>SAMPLING TECHNIQUE</b>	<b>METHOD OF INTERVIEWING</b>	<b>PLACE OF DATA COLLECTION</b>
Local Policy Makers	2	Snowballing	Semi Structure	Office of AMA
Education Officers	5	Snowballing	Semi Structure I	Office of GES, REO and MEO
School Principal	8	Purposive	Semi Structure	Schools
GNAT Executive	1	Snowballing	Semi Structure	GNAT Office
Teachers	18	Purposive	Semi Structure	Schools
Parents	7	Convenience	Focused Group	School A Premises
Pupils	7	Purposive	Focused Group	School A Premises

### **3.7 ETHICAL ISSUES, CHALLENGES & HANDLING**

Many principles or rules guide the collection of data. Researchers observe these principles in order to make their work very authentic because it enhances the establishment of trust between the researcher and the respondents or informants, and it more likely that participants would fully participate in the study and hide no information from the researcher. These principles or guidelines, which researchers observe, are what are referred to as 'ethical issues' (Patton, 2002).

In this study, ethical issues were observed prior to and during the collection of data. Before I left for data collection in September 2012, I took an introductory letter from the Department of Educational Research, University of Oslo, Norway with the intention of dropping copies at the National Education Offices and other offices where I would be collecting data from in her home country. On my arrival, I used some periods to establish contacts with some education officers and dropped copies of the introductory letter from her University at some of the educational offices. At the Ministry of Education - Ghana, one officer at the planning unit asked me to go to Ghana Education Service because they are in charge of the implementation of the ministry's policies and programmes at the pre-tertiary level of education. At the Ghana Education Service (GES), she went directly to the office of the Director of Basic Education Unit because of study area. The researcher dropped a copy of her introductory letter in order to obtain the permission to conduct the research in the schools. After some discussions with the head, I was referred to the metro education office since they are directly involved with the topic under exploration.

The Public Relation Officer asked the researcher to write another letter giving a brief description of her work and the specific schools she would be gathering data from, in addition to her introductory letter. The researcher did as directed by the Public Relation Officer at the Metro office after which the office granted her with the permission to go to the schools to collect the data. She dropped letters at all the various designated areas as stated in the letter, such as the sub metros education office called the "OIC" and circuit supervisors' offices. Fortunately, for her, all the schools had the circuit supervisors stationed on their compounds. They introduced her to the school principals and showed copies of her letter from the metro education office to them. The school heads and teachers warmly received the researcher and they fully cooperated as directed by the circuit supervisors.

Furthermore, the collection of data did not only take place in schools. I collected data from some education offices and the head office of the Accra Metropolitan Assembly (AMA). The office of the AMA granted the researcher with the permission to collect data at the AMA office after writing a letter in addition to her introductory letter, seeking audience with some policy makers who matter a lot in her study.

All interviews began with the researcher introducing herself to participants and informing them about the purpose of her study, which is purely academic. The researcher also informed participants about the confidentiality of any information they give either through interview or through documents. Participants permission were also sought before audio recording any given information and were also informed about the advantages of using such a means of gathering data, such as making the data collection process very fast. Additionally, she collected all documents and other materials from reliable sources to ensure they are genuine. In order not for the researcher to misinterpret the in formations in these documents, she asked participants to give some explanations the information she was interested in.

Like any other research, challenges are bound to happen. One major challenge faced was with the use of the digital recorder. Some respondents were not in favor of having their voices recorded due to some reasons. For this reason, the researcher had to use more time in convincing these respondents before they accepted. In addition, the researcher waited for more weeks before the metropolitan education unit granted her with the permission to conduct research in the schools. This really delayed the process of data collection in the schools and put more stress on the researcher because she had a lot of work to do in the schools within a limited period. In spite of all the challenges, which made the collection of data very stressful, everything was successful and the researcher had the opportunity to all necessary information needed for her work.

Briefly, the researcher has been able to observe some code of ethic in doing research by observing some rules in relation to informed consent and confidentiality (Patton, 2002, p. 407).

### **3.8 ISSUES CONCERNING RELIABILITY & VALIDITY OF STUDY**

Reliability and Validity have its roots in positivist social science (quantitative strategy) which deals with the quantification and measurements of variables in study. Qualitative research strategy considers their use nowadays (Golafshani, 2003, p. 597). These two concepts in addition to replication, according Bryman (2008), are the three most prominent criteria for evaluating social research (Bryman, 2008, p. 31). In quantitative study, reliability refers to the consistency of a measure of a concept. It is also concerned with how repeatable or replicable ones findings or results of a study are, if another researcher in future adopts the same approach. This idea of reliability has some closeness with replicability, which is another criterion for evaluating research where researchers try to replicate findings of others to check originality of a study (Bryman, 2008, p. 32).

Validity in quantitative study refers to whether an indicator devised to measure a concept really measured that concept. Bryman (2008) argued further that the validity of a study is concerned with the integrity of the conclusions of that study. In other words, validity is concerned with how truthful are the results of a study (Bryman, 2008, p. 32 & 151).

Reliability and Validity as defined in quantitative study may not apply to the qualitative research strategy because of difference in the viewing of social reality. The definition of these concepts in quantitative strategy have been strongly considered by some qualitative researchers as inadequate and have devised alternate concepts such as credibility, trustworthiness, authenticity, transformability, etc as lenses for evaluating findings of qualitative research (Bryman, 2008; Creswell, 2009; Golafshani, 2003). Researchers such as Lincoln and Guba provided trustworthiness and authenticity as alternatives to reliability and validity respectively, for the evaluation of a study which meant different things altogether [Lincoln and Guba, 1985 (as cited in Bryman, 2008, p. 377)].

According to Creswell (2009), validity in qualitative research refers to the situation where the researcher checks for the accuracy of findings of a study by employing certain procedures, whiles, qualitative reliability indicates that the researcher's approach to a study is consist across different researchers and projects [Gibbs,2007 (as cited in Creswell, 2009, p.190)]. This means that, to ensure the reliability (trustworthiness) and validity (authenticity) of a study the researcher has to follow certain procedures. The first step taken to ensure the reliability and accuracy (validity) of results in this study was the use of data from multiple

sources ranging from documents to non-participant observation. In other words, the researcher triangulated different sources of data to examine information in order to justify some themes (Creswell, 2009, p. 191). Interviews conducted in the study included some information gathered from the documents collected in relation to the study and the use of non-participant observation to make follow-ups on some information gathered during interview on the phenomenon under study. For instance, a document which contained how the implementation of the change was done in the schools was collected and in all interviews conducted for policy makers, policy implementers, pupils and parents questions were asked in relation to the implementation. I did this to ensure accuracy of the findings.

Secondly, during transcriptions the researcher played the recorder several times to check whether the researcher transcribed information correctly and read transcripts several times to ensure that they do not contain obvious mistakes [Gibbs, 2007 (as cited in Creswell, 2009, p.190)].

Moreover, the researcher also ensured that all research findings are presented and discussed from participants point of view and did not allow her personal values or theoretical inclinations to sway the conduct of the research and the findings derived from it. Hence, the researcher was objective in her approach to the study (Bryman, 2008, p. 379).

The researcher constantly compared all codes with raw data during the coding process to prevent shift in the meaning or drift in the definition of the codes in order to enhance the reliability of her study [Gibbs, 2007 (as cited in Creswell, 2009, p.190)].

### **3.9 LIMITATIONS OF THE STUDY**

A lot of limitation or shortcomings characterize this current study. Most of these shortcomings are methodological issues.

First, small sample size of 48 cases were used for interviewing. Since the sample size selected from the population is small, it is impossible to generalize findings to the overall population.

The selection of cases or informants for the study did not include the main brain, i.e., Metropolitan Chief Executive who spearheaded the abolition of the double shift in the Accra metropolis. Although, the study originally intended to gather information from this person, his

busy schedule made it impossible for the researcher to seek audience with him for interview on the issue.

Convenience sampling was used as a technique for gathering information from parents and this could have happened that, the views of parents interviewed may not reflect that of other parents in the metropolis. Hence, this sample may not be truly representative. There may be likelihood that, there is vital information in relation to the study that, my sampled parents did not have but others who I did not get the opportunity to interview may have.

During the fieldwork, my digital recorder broke down in a middle of an interview with two of the informant. Because of their busy schedule, it was impossible for me to schedule another meeting with them. I have to write down most of the information they gave. Despite the fact they were patient with me, it is likely that I did not write down some explanation and for that matter, I did not capture them in the study.

## **4 OVER VIEW OF THE DOUBLE SHIFT SYSTEM OF SCHOOLING IN GHANA**

This chapter gives an overview of the double shift mechanism in relation to its practice and views of stakeholders of the policy in Ghana. It begins with an introduction, followed by how Ghana practiced the shift as compared with some other countries, perceptions of stakeholders ranging from that of policy makers to parents and pupils in addition and concludes with the views of school heads, teachers and parents about how the shift affected their work. The researcher categorizes views of stakeholders and pupils under heading such as educational matters, social matters, economic matters and others matters. In addition, the assumption is that, stakeholders would perceive the double shift mechanism as an educational policy that also aim at addressing other matters in society as depicted in the conceptual framework for the study.

### **4.1 INTRODUCTION**

Many urban and sub-urban areas of Ghana have practiced this system of schooling for over 50 years. This practice dates back to the early 1960s when policy makers introduces Ghana's first Education Act (Act 87, 1961) which sought to make basic education more accessible, making education free and compulsory. This was a legal backing for the Accelerated Development Plan of Education for 1951 and 1961 (EPA and UNEP, 2010, p.18). Under this act, policy makers abolished tuition fees in the public basic schools and parents contributed a moderate sum for books, thus, education became more or less free. Moreover, in 1963, policy makers introduced the provision of free textbooks under the act to ease the burden on parents and guardians who were low-income earners. These initiatives led to increase in enrolments in schools.

Under the Accelerated Development Plan (ADP), policy makers expanded educational facilities to absorb the larger enrolment. However, in some urban areas of Accra, Kumasi and Secondi - Takoradi the 'two daily shifts', i.e., the double shift was adopted among other initiatives such as construction of temporary structures and conversion of unused rooms into classrooms to accommodate children. Policy makers adopted this policy in Accra and some other urban and suburban areas of the country as a temporary measure pending the



construction of new classroom blocks to cater for all children during the same school day hours (Okyere, 1997, p. 156).

At that time, the instructional time in the shift schools was 4hours and 30minutes and schools fined parents when their wards play truancy to ensure that children go to school and did not dodge classes. The country experienced a great further increase in the number of double shift schools in the 1980s. This was due to reasons such as,

Severe economic crises experienced by the country in the early 1980s affecting the budgetary allocation to the education sector. The percentage of Gross Domestic Product allocated to education dropped from 6.4 % in 1976 to a low of 1.7 % in 1983 (EPA and UNEP, 2010, p. 20). Thus, the Ministry of Education was unable to expand its educational facilities to cater for enrolment.

During this period, the country experienced very high population growth. By the 1980s, the population of Ghana has doubled as compared to that of the 1960s. In 1964, Ghana's population was about 6.7million, by 1984, it had increased to 12.3million (National Population Council, 2006, p. 10). This led to great increase especially in the population of basic school going age. That population was estimated to be about 3.1million in 1984 as compared to about 2.1 million in 1970 (National Population Council, 2011, p.32).

Moreover, the introduction of the 1987 Educational Reform, which aimed at expanding access to and improving quality at all, levels (EPA and UNEP, 2010, p.21). According to one of the education officers interviewed during the fieldwork:

After the 1987 Educational Reform, there was an indication of increase in the basic school going age population, which brought over crowdedness in some schools and the educational facilities such as classroom blocks in some areas were so limited that they could not absorb those not yet in school. The double shift was used to reduce the over crowdedness of classroom, thus improving pupil to teacher ratio. In addition, school administrators adopted this mechanism to absorb the rest of the pupils not yet in school. School administrators adopted this policy based on the directives from the Ghana Education Service. Other education officers interviewed concord to this statement.

Like many other developing countries, which practiced or are practicing this system of schooling by shifts, public basic schools in Ghana adopted this mechanism to cater for a greater share of the school age population than what by such exiting school facilities like

classrooms, desk, libraries, and other material resources could accommodate. Policy makers adopted the shift to expand the number of schools in order to cater for the increasing enrolment resulting from educational reforms such as abolition of school fees in public basic schools. This shift system was an alternative to the construction of new educational facilities to cater for the increasing school age population in various urban and sub-urban areas. As in other developing countries (Bray, 2008, p.26), the introduction of the double shift in Ghana was due to financial constraints. In some other countries like Chile, the double shift mechanism practiced in both basic schools and secondary schools (Kruger & Berthelon, 2009, p.5). Ghana practiced the shift only in public basic schools, i.e., Primary 1 to Junior High School 3. According to an education officer:

As policy makers implement the various measures to improve access in education, what the nation fails to do is the provision of the right number of schools to meet the large number of school going age population that emerges from these educational reforms. The double shift system made it possible for administrators to cater for these large numbers but at different sessions of the school day, i.e., morning and afternoon sessions. This mechanism, policy makers adopted as a temporary measure, became a permanent mechanism for addressing overcrowded issues in public basic schools. In addition, the mechanism made it possible for schools in areas that have high schooling age population with limited educational facilities to absorb the rest of the pupils not yet in school.

Trinidad and Tobago introduced the double shift to reduce capital and recurrent cost (London, 1993, p.356). For that reason, policy makers structured some schools as shift schools from onset. Ghana adopted the double shift to improve access and related issues in basic education; and the public basic schools in Ghana had not begun as shift schools. They had all been single session or full day schools. Policy makers used the shift a lot in areas where the increase was especially great in the population of school going age. School administrators convert the schools back to full day schools as soon as they expand the educational facilities accommodate all the pupils in regular day schooling.

However, over the years and especially more recently, stakeholder have raised concerns about the effectiveness of the double shift schools in Ghana in terms of academic quality. It was argued that, the double shift schools as practiced in the urban and sub-urban areas have prove disastrous in many spheres in terms of ,making truants out of children. Also, their more limited instructional hours makes it impossible to cover all topics in the various subject syllabuses, sacrificing some subjects such as Physical Education, Creative Arts, Religious and Moral Education and also, reducing time for others such as Mathematics and Science.

Recognizing these weaknesses associated with the double shift, some districts in the country like the Accra Metropolitan Assembly and the Cape Coast Municipal Assembly took bold step to abolish the shift. The reason was to pave way for a regular system, which policy makers observe to be the best and more effective way for dealing with the challenges of education in the districts and the country at large. Cape Coast Municipal failed in its attempt due to the lack of funds to provide the facilities and infrastructures to accommodate the ever-increasing numbers of the school age population following the implementation of the FCUBE, Capitation grant and more currently, the School Feeding Programme (Bervell et al., 2013, p. 26). However, the Accra Metropolitan Assembly has succeeded in abolishing the shift in the metropolis, despite financial constraints. Today, the Accra Metropolitan Assembly stands out as the only district out of the 176 districts in the country that does not operate double shift schooling.

## **4.2 HOW GHANA HAS PRACTICED THE DOUBLE SHIFT IN THE PUBLIC BASIC SCHOOLS AS COMPARED WITH OTHER COUNTRIES**

According to some policy makers and education officers interviewed, Ghana does not have any policy document on the double shift and its practice since policy makers never planned for it. However, the Ghana Education Service gave directives to school administrators on the structuring of timetable for the double shift system. The type of double shift practiced in Ghana is similar to that of many other developing countries such as the Democratic Republic of Congo is "end-on shifts." With this practice, the first groups have their lessons and vacate the school premises before the other groups or the second groups arrive. The first group comes in the morning and leaves at mid-day. Whiles, the second group comes at mid-day and leaves in the afternoon (Bray, 2008 p.24).

The study captures the discussions on the double shift as practiced in Ghana in comparison with some other countries under the following subheading; Time Tabling of the Shift, Design of the Classroom blocks, Organization of the shift in the schools and the allocation of double shift schools in the country.

#### **4.2.1 TIME-TABLING OF THE SHIFT OR DOUBLE SHIFT**

The time tabling of the shift varies a bit in many countries. In Ghana, in most of the shift schools, the first shift starts at 7 : 30 am and ends at 12 : 30 pm. While the second shift starts at 1 : 00 pm and ends at 5 : 30 pm. However, the Junior High School (JHS) of some schools extends the closing time of the afternoon shift or session to 6 : 00 pm. This was very rare. Comparing Ghana's situation to that of the Democratic Republic of Congo, the afternoon shifts in Ghana lose some minutes of schooling hours. In the Democratic Republic of Congo, time tabling for the two shifts are the same. The first shift takes place between 7 : 15 am and 12 : 15 pm and the second shift between 12 : 30 pm and 5 : 30 pm (Bray, 2008 p.24).

One could note that in Ghana's case, the first shift enjoys 5 hours of instructional time and the second enjoys 4 hours 30 minutes of instructional time. This shows that the second shift loses 30 minutes of instructional time but in the case of the Democratic Republic of Congo, both shifts benefit from the same hours of instructional time. In order to make up for the 30 minutes losses in the afternoon shift in Ghana, schools alternate the shifts in every two weeks. According to an education officer interviewed, schools alternated the shifts to give pupils equal opportunities in the learning of some subjects such as mathematics, which pupils have more difficulty learning in the afternoons because of tiredness.

In addition, the shift schools in Ghana and the Democratic Republic of Congo would have shortened break because of reduced time for teaching and learning. Information gathered from fieldwork in Ghana indicated that, schools observed 30 minutes breaks in both morning and afternoon shifts. The researcher has not seen any literature on DR. Congo but assumes it is the same because a literature on general atmosphere of double shift schools indicated that breaks are shortened (Bray, 2008, p.50).

Moreover, literature indicates that, the official weekly classroom instructional time in double shift primary schools as compared with single session primary schools varies a bit in many countries, while others have the same for both systems of schooling over the years. Countries like Ghana, Burkina Faso, and Hong Kong vary in the official weekly instructional time for both systems of schooling. While in the Imo State of Nigeria, both single session and double shift primary schools have the same official weekly classroom instructional time. Some countries like Senegal cancel the variation in instructional hours between the shift schools and the single session schools by extending the school year by ten days. On the other hand, other

countries such as Hong Kong extend the school days to Saturday to maximize the duration of teaching. In addition, many governments permitted the schools to make variations to suit the needs of their pupils. Policy makers subjected these official weekly classroom instructional hours to periodic reforms, which had to do with changes made in terms of content of the subject curricular. Some years ago, in Ghana, the official weekly classroom instructional time in the double shift primary schools was 19 hours 25 minutes and 22 hours 55 minutes in the single session primary schools. In Imao State, both systems of school had 22hours 05minutes of the official weekly classroom instructional time (Bray, 2008 p.57&58).

In the case of Ghana, administrators cancel the variations in the official weekly classroom hours between double shift and single session basic schools by extending school year by some days in the double shift schools. Some schools extended the school days to Saturday like that of Hong Kong but it was very rare. The reason being that, both systems of schooling had the same subject curricular and policy makers assessed teachers equally. In addition, the periods allotted for teaching and learning of each subject is lesser than that of the single session or full day school.

#### **4.2.2 DESIGNING OF CLASSROOM BLOCKS FOR SHIFT SCHOOLS**

In many countries that practiced or are practicing this system of schooling like Trinidad and Tobago, Malaysia and even Ghana, the double shift school buildings are designed same as single session or full day schools. The reason being that in these developing countries adopted the double shift as a temporary measure to address access issues. Most governments had plans of abandoning such a mechanism as soon as the economic resources of the country could permit. In addition, many of these countries never planned for such a policy.

In Ghana, policy makers did not build the shift schools in a way that they could cope with the afternoon heat in such a tropical environment. This made both teachers and pupils tired which eventually affected teaching and learning in the afternoon. Some teachers interviewed complained that, during the afternoon shifts, they were not able to give out their best because of fatigue resulting from the heat. In addition, pupils had difficulty in concentrating during teaching and learning time since they also felt very tired. Some even slept during class hours in the afternoon. Schools did not have extra room to accommodate the afternoon shift pupils who come early or the morning pupils who remain in school after closing. Morning classes

were therefore disrupted by noise in the corridors from the afternoon pupils who came early and who even might try to converse with their colleagues in the classroom. According one of the teachers interviewed, as soon as the afternoon pupils came around, classes come to a halt because the attentions of pupils divert. The above discussions made on the design of double shift buildings in Ghana are similar to that of Trinidad and Tobago (London, 1991, p. 235) and Malaysia [Beebout 1972 (as cited in London, 1991, p. 235)].

In conclusion, both morning and afternoon shift had to face some challenges with teaching and learning because of the design of the school buildings.

### **4.2.3 THE ORGANIZATION OF THE DOUBLE SHIFT SCHOOLS**

This subsection provides discussions on how Ghana organized the double shift schools. The discussions would include how educational resources both material (classrooms, desks, cupboards, etc) and human resources (teachers, school heads, etc) were handled.

Schools in Ghana organized the double shift in many different modes. The way the double shift schools were organized is similar to that of many other countries. The two shifts of some double shift schools operated as different schools with their separate teachers, school heads and other administrative staffs but sharing physical facilities such as libraries, classrooms, desks, toilets. The schools had their own set of teaching and learning materials and different cupboards for keeping these. Moreover, some of schools that operated as separate shift schools had different offices for the school heads while in others the two heads would share the same office. However, the heads had separate cabinets for keeping documents and other administrative items. Some schools in Nigeria followed this same policy (Bray, 2008, p .43).

In some situations, the two shifts operated as "A and B" streams of the school. This type of double shift schools had the same head teacher but with different deputy heads for each shifts. Each shift also had its own set of teachers, sets of teaching and learning material and different cupboards but used the same classroom blocks and desks. This manner of organizing the double shift schools is very common in many developing countries that have practiced or practicing this mechanism of schooling. An example is the case of Hong Kong, Singapore and South Korea (Bray, 2008, p. 26).

The school heads who handled shift schools that operated as A and B streams come to school very early in the morning (around 6 : 00 am) and closed around 3:00pm after ensuring that the afternoon shift has settled and teaching and learning was going smoothly. Therefore, the afternoon lacked some supervision. This adversely affected teaching and learning in some schools. The argument was that teaching and learning could come to a halt due to indiscipline on the part of some teachers. According to one of the education officer interviewed:

Some years back when I was working as a circuit supervisor in one of the circuits in Accra, I encountered this situation of the afternoon session of a double shift school closing some few minutes after the school head left for home. I was in my office when I saw the pupils arriving, settling down, and the school head going round to ensure classes were going on successfully. Around 3:00pm, the school head came to inform me she was leaving for home. Some few minutes later, I noted the whole school compound was very quiet thinking serious teaching and learning was going on. However, I decided to come out to see what was going on. I then realized that the school compound was very quiet because both pupils and teachers had left for home although it was not yet time for closing.

Last but not, was the use of one set of building for two levels of education. In this situation, the schools placed primary one, three, and five in one shift and primary two, four and six in another shift. After two weeks, they alternate. These types of double shift schools had one head teacher and one assisting head. In addition, all the six classes had their own set of teachers, teaching and learning materials and different cupboards for keeping these, like that of the above mentioned modes of organizing the shift. Schools that had three classroom blocks serving six different groups of primary school pupils, i.e., primary 1 to 6 adopted this policy. This policy is quite similar to that of Bangladesh. In Bangladesh, schools put primary one and two on the morning shift and primary three, four & five in the afternoon shift (Bray, 2008, p. 27). Ghana and Bangladesh differ a bit in terms of placing classes on shift despite the fact that, they all had fewer classrooms to accommodate pupils of different levels of education, i.e., the lower and upper primary schools. In the case of Ghana, each of the shifts was a mixture of lower primary classes and upper primary classes. While in Bangladesh, morning shift catered for primary classes and the afternoon catered for upper primary, i.e., grades 3, 4, & 5. The literature seen so far did not indicate whether these double shift schools in Bangladesh alternated or not. According to a school head, whose school used operated in this manner:

We place the lower primary classes with upper primary classes on the same shift was done to enable those in the upper primary to assist the lower primary classes with the cleaning of classrooms and the school compounds.

In sum, in Ghana, almost all the double shift basic schools had different teachers, teaching and learning materials (TLMs) and other educational facilities such as cupboards for each shifts. The shift schools shared classroom blocks, libraries, desks, and toilet facilities. Teachers rarely taught on both shift. However, at the Junior High School stage of some Ghanaian basic schools, some subject teachers like the Language Teachers and the Basic Design and Technology teachers taught both shift. This is due to scarcity of such teachers in the country. Moreover, these teachers had fewer periods allocated to the subject they teach. These teachers did not receive extra pay because of the fewer periods allocated to the subjects. In the organization of the double shift schools, Ghana like Hong Kong did not allow teachers to teach on both shifts. Policy makers did that to avoid education quality from suffering (Bray, 2008, p. 26). The rationale was then that allowing teachers to teach both shifts make them more tired and education quality would suffer.

In addition, the government of Ghana could not save on the salaries of teachers, some administrative staffs, and the provision of some educational facilities. Rather the state incurred extra cost because in most cases the practice involved separate teachers, different administrative staff, separate teaching, and learning materials, cupboards, etc. The government could only save on the provision of the physical structures such as classroom blocks, libraries, toilets and other facilities like desks. This was same in many developing countries like Nigeria. In Senegal on the other hand, the government was able to save on teachers' salaries because teachers taught both shift but were paid only an additional 25% of their base salary [Colclough and Lewin, 1993 ( as cited in Bray, 2008 p.44)].

#### **4.2.4 ALLOCATION OF DOUBLE SHIFT SCHOOLS**

As already indicated in the previous sections of this work, one can mostly find double shift schools in most urban and suburban areas of many developing countries due to high population resulting in larger population of the school going age in the countries. In Ghana, one can locate double shift schools in both formal and informal settlements of the urban and suburban areas of the country. They cut across the various strata of the Ghanaian society. Double Shift Schools (DBSS) purposely not meant for pupils from lower socio-economic



families in the country or academically disadvantage pupils. As already stated, public basic schools, i.e., both Local Authority and Mission Schools organized the double shift due to inadequate educational infrastructures to accommodate pupils at the same hours of the school day. Pupils from all kinds of socio-economic families (both academically bright and academically weak pupils), who get enrolled especially in the public basic schools become victims to this system of schooling when existing facilities could not accommodate pupils at the same time due to high enrolment rates.

One could not from the above information that the double shift as practiced in Ghana was not a mechanism that perpetuated racial discrimination as it had been in Namibia where the shift schools served many blacks (Kleinhans, 2002). Nor did it lead to the type of social inequity as it had in Trinidad and Tobago where pupils who attended double shift schools were academically weak and came from low-income families. These pupils attended double shift schools because they failed the Common Entrance Examination (London, 1991, p.236). Rather, Ghana resembled Uganda where the double shift schools simply catered for the increasing enrolment in schools because of the introduction of the Universal Primary Education (UPE) Reform (Kleinhans, 2004).

### **4.3 PERCEPTIONS OF SOME STAKEHOLDERS ABOUT THE DOUBLE SHIFT IN GHANA**

This section discusses the perceptions of stakeholders such as the education officers, local policy makers, school heads, teachers, member of the national association of teachers, parents and pupils about the double shift mechanism as practiced in Accra - Ghana. The study discusses the issues under the following subheadings; educational, social, economic and others matters developed from the conceptual framework and literature review. The subsection begins with an introduction on the subject matter, followed by discussions on the perceived advantages of the double shift and then, concludes the subsection with the perceived disadvantages on the shift. The study will not indicate the subheadings for discussions on the perceived advantages of the shift. However, it will discuss matters in relation to the subheading mentioned above.

### **4.3.1 INTRODUCTION**

Information gathered from the stakeholders including some basic school pupils, indicates that stakeholders and the pupils were not in favour of the double shift mechanism due its weaknesses. Most of the issues raised by almost all stakeholders with respect to double shift mechanism are in line with most of the discussion by Bray (2008) on the double shift system of schooling with some other literature reviewed for this study. Stakeholders perceived the main advantage of the double shift as a mechanism that allowed the state to expand access in basic education in the public basic schools thus, making it possible for more children of schooling going age to gain enrollment in the public basic schools. According to one of the education officers, the double shift mechanism aided in the implementation of the "Policy of No Child Left Behind." Stakeholders perceived economic and social matters as minor issues that necessitated for the shift.

Despite this, they perceived the double shift mechanism to be a defeat to the objectives of education because of some weaknesses such as making truants out of basic school pupils, limited instructional hours, which did not allow for holistic education and the increasing rate at which children especially those under 11 years were involved all forms business activities.

### **4.3.2 PERCEIVED ADVANTAGES OF THE DOUBLE SHIFT**

First, stakeholders perceived the double shift as a mechanism that helped the country to address educational matters with respect to access. Stakeholders noted that, the double shift mechanism helped the country to expand access in basic education with limited educational facilities as indicated in previous sections of this chapter. They perceived this as the major advantage of the double shift system of schooling.

Moreover, some teachers perceived the double shift mechanism as being helpful for pupils in the lower primary (primary 1-3). Their argument was that, pupils of this educational level have short concentration span. Moreover, teaching and learning in most situations took place abstractly without audio visual aids to make it exciting; it was somehow the best for these pupils since a full day school would create some boredom.

Secondly, it aided in the eradication of poverty in some low income homes. The stakeholders' argument was that, the double shift mechanism enabled children of these households to attend

school and work in order to help support their families or assist parents with their business activities. Two of the pupils interviewed concord to this observation made by the stakeholders. They said:

Some of us seated here and some of our classmates had to be working to support our families or get money for feeding at school and catering for our own educational needs such as buying of supplementary readers. Some work as internet cafe attendants and others sell sachets water along the streets to raise some income for their needs. The shifts really helped us to school and work. We mostly prefer the morning shift so that after school, we quickly rush home to work, because in the afternoons, we are able to raise more income than the morning.

It also enabled teachers to engage in other business activities to supplement their salaries from teaching. Hence, the double shift aided in addressing poverty in some homes and making it possible for some teaching staffs to boost their income by engaging in other business activities outside the class. According to one of the teachers, during the shift, most of the teachers assisted Members of Parliament with their activities in the constituencies. Some were even secretaries to these Members of Parliament. The teachers attended to all these activities when not in school at a particular time of the school day and they received salaries at the end of the month for these services.

Thirdly, stakeholders perceived this possibility of combining work with schooling made some children attend school who otherwise would not have been in school at all. It helped in enhancing equity in education by making it possible for all children no matter their socioeconomic background to be in school.

Furthermore, it enhanced full utilization of material resources such as classrooms, desks, libraries, as well as human resources in those cases where school heads and other administrative staff had to work in both shifts. The argument was that, the double shift made possible for the schools to use the above-mentioned educational facilities to serve the large numbers of pupils enrolled in the public basic schools at different sessions of the school day. This reduces the State's expenditure in the provision of some educational facilities such as classroom blocks to the public basic schools.

All stakeholders with the exception of parents and policy makers perceived the shift as being helpful for teachers because they had more time to prepare adequately for class (enough time to read around topics or broaden their knowledge in particular topics to be taught).

It also enabled some pupils (especially those in upper primary and junior high schools) to cater for their own basic needs by engaging in useful economic activities such as hawking on the street to earn some money for their basic living expenses. The education officers and the policy makers interviewed, viewed this as irresponsible on the part of some parents. According to one of the policy makers:

Only irresponsible parents use poverty as an excuse to deny their children of some basic needs, which pushes these children to work to provide for themselves at that tender age.

The above matters discussed where observation made by all stakeholders interviewed with the exception of parents. Parents interviewed did not mention such observations. Their observations were in relation to the disadvantages of the double shift mechanism. In addition, observations made by all the stakeholders with the exception of parents in relation to the advantages of the double shift reflect educational, social, and economic matters.

### **4.3.3 PERCEIVED DISADVANTAGES OF THE DOUBLE SHIFT**

As already stated in the introduction of this section, stakeholders perceived the shift as characterized by many weaknesses, they observed as a challenge, especially to education and other sectors of the Ghanaian society. Educational matters, social matters, economic matters and others are the subheading for discussing these perceived weaknesses of the double shift. The major observations made by stakeholders including pupils were with respect to education and social matters. Economic and Others matters were minor observations made by stakeholders.

#### **4.3.3.1 EDUCATIONAL MATTERS**

Stakeholders perceived the limited instructional hours that characterized the shift as one of the major weaknesses of the system. Stakeholders and even pupils observed that, this limited instructional time did not enhance adequate teaching and learning. Stakeholders made the arguments below in support of the above observation.

Stakeholders including pupils interviewed argued that, the limited instructional time for the double shift made it impossible for teachers to cover all topics of the various subjects' syllabuses. For some teachers, in many instances they had to skip some broad topics of some

subjects like mathematics and science, which needed more time for teaching and practical activities. According to one of the female teachers interviewed:

We female teachers in many cases have a challenge in teaching the practical aspects of physics lessons of the Integrated Science Subject to pupils' understanding. Since, the time allocated for teaching and learning is not enough, it becomes very difficult for us to seek assistance from our male colleagues or other female teachers who are quiet good in teaching such lessons because by then, they were also very busy teaching.

Secondly, all stakeholders with the exception of parents and pupils argued that the shift made it impossible for school to give all subjects the needed attention because of the fewer periods allocated for teaching. For instance, schools were supposed to have 45- 60 minutes of class hours for mathematics, but the shift made this impossible. Hence, for such a situation such as this, teachers had to sacrifice some periods for teaching Religious and Moral Education, Creative Arts and others for Mathematics, Integrated Science, and Literary Art. The argument was that, the subject curricula for Mathematics, Science and Literary Arts were very loaded with lots of theoretical and practical lessons to be covered.

Thirdly, stakeholders including pupils argued that, the limited instructional hours allocated for teaching and learning under the shift made it impossible for teachers to give enough class exercises. It was therefore difficult for teachers to know if the pupils had really understood the lesson taught. Furthermore, teachers did not give many chances to pupils to ask questions in class in order to clarify their understanding. According to two of the teachers, "*We allowed at most two questions from pupils and move on to next topic to be taught.*" One of the pupils concurred to this during the focus group discussion.

All stakeholders interviewed argued that, the limited instructional hours made teachers rush the pupils too much in order to cover more topics in the various subject syllabuses. This made it difficult for pupils to grasp concepts and learning skills well enough. In addition, absenteeism was very high among pupils especially in the afternoon sessions and teachers always had to repeat previous lessons for pupils who had been absent.

All stakeholders interviewed with the exception of policy makers and parents observed the double shift system as not being helpful in developing other skills and talents pupils had. The argument was that, limited instructional time made teachers focus more exclusively on theoretical aspects of the various subjects with little attention paid to the practical aspects. An example was integrated science. In addition, there was little time left for such extracurricular

activities as Physical Education, Music and Dance, Creative Arts and Club activities. According to the stakeholders, these activities help teachers to realize the other skills or talents their pupils have. Hence, they saw the shift as insufficient and ineffective for achieving the objectives of education.

Apart from the issues that had to do with the limited instructional hours, stakeholders also raised some other concerns, which had to do with education. Below are discussions on such concerns.

Parents perceived the double shift as a mechanism that made many children to become lazy in their schooling. The reason was that, when pupils were free during a particular time of the school day, especially when on the afternoon shift, they play the whole morning and because of tiredness, they skipped school when it was time for them to go to school. They argued further that, when their children were on the morning shift, they always went to school; however, they skipped classes when they alternate for the afternoon shift. It was during these periods that they received complaints from their neighbours about their children not going to school (Translated Version).

Also, all stakeholders with the exception of parents perceived the shift as a mechanism it hard for many pupils to focus on their study because they used the shift as an excuse to dodge classes and also, had time to do other things. Many of these tender aged pupils skipped classes and go to the street to sell little items such as pens, pencils, biscuits and sachets water (which is very common) without the knowledge of their parents. Some did this after school instead of going home to rest and prepare later for the next day's class.

For some of the stakeholders (education officers, some teachers, and some school heads) observed that, the afternoon sessions of some shift schools suffered in terms of teaching and learning. Their argument was that, in some situations, some teachers had to teach both shifts because of staffing shortages, although the same teachers were not suppose to teach both shift. Teachers became very tired after teaching in the morning session and were not able to give out their best in the afternoon session. Moreover, head teachers who worked on both shift supervised less effectively during the afternoon shift due to exhaustion.

Some teachers and school heads observed that, the double shift made it impossible for teachers to address the needs of weaker pupils. The teachers argued that, they were able to

identify academically weak pupils in cases where the class sizes were small. However, they were not able to give these pupils all the attention they needed to improve their performances. This was due to the fact that, teachers shared classrooms and could not keep the pupils after school for further teaching. The limited instructional hour made it impossible for them to help these pupils during classes' hours because they wanted to cover more topics in the syllabuses before the term ended. According to one of the teachers:

In order for us teachers to cover many topics in the subject's syllabuses, we followed the academic timetable religiously.

Two of the pupil during the focused group discussions observed that, the double shift as a mechanism that did not make them learn but passed school examination. Their argument was that, during the practice of the shift system, during examination time, the school examined both shift on the same kind of questions. In such situations, most of them when on the afternoon shift came to school early to find out from their colleagues who were on the morning shift the kind of questions asked in the exams by bribing them, find answers to those questions from their textbooks, and presented it in the exams.

#### **4.3.3.2 SOCIAL MATTERS**

The first major social matters raised by stakeholders with respect to the shift had to do with it making truants out of pupils and some teachers. They argued that, there had been many instances of teachers not reporting in school when expected. They would absent themselves from school without permission in order to attend to their own private businesses. However, they perceived the act of truancy be higher among pupils as compared to teachers. Most of these children when they dodged classes roam on the streets of Accra. In addition, some go to the internet cafe and game centres to play games. Pupils interviewed testified to these observation. One of the education officers noted that, the truancy recorded on the part of pupils was a defeat for Education for All in Ghana. He argued that, although these children have their names registered in school, most of them were not going to school under the disguise of *'I am for morning shift'* or *'I am for the afternoon shift'*. This made government and education administrators very worried because Ghana has been a signatory to an international policy to ensure children of school going age would be in school. According to this education officer:

Ghana has endorsed an international policy that by 2015, every child of school going age will be in school. However, because of population increase, which has led to an increase in basic school going age population, we adopted the shift to cater for pupils at different sessions of the school day due to a shortage of educational facilities. Many children are using this as an excuse to dodge classes and end up as school drop-outs later although policies such as school feeding, free uniforms and others are being implemented to keep children in school.

Another education officer countered the above observation. He said that the double shift mechanism does not defeat the goal of EFA because it is "better to have something than nothing at all" and not all children would become truants out of this mechanism.

In addition, all stakeholders with the exception of parents, perceived this truancy as a contributing factor to the increasing rate of basic school drops-out in the metropolis. They argued that when children dodge classes or did not go to school for a longer period, most of them end up as school dropouts when they have passed the school age. These dropouts end up as beggars on the streets and some indulge in such social vices as pick pocketing, while others deal in drugs.

Moreover, all stakeholders with the exception of parents perceived the shift to have made some parents and guardians exploited some children for their own selfish gains at the expense of the children's education. During the portion of the school day when these children were not in school, they would hawk on the streets to sell things for their parents. As a result, they become tired and could no longer concentrate when teaching was going on. They would doze off or sleep and not participate in class at all, with deleterious effect on their school performance. According to one of the education officers:

The idea that children are not in school at a particular time of the school day does not mean they should be doing other things that will make them tired and have effect on their studies. Parents or guardians should allow children to prepare for school when not in school at a particular time of the school day.

Some stakeholders with the exception of parents, perceived this to be a contributing factor to the increasing rate of child labour in the metropolis. The reason being that, many of these children were below the ages that Ghana's Children Act 1998, Act 560 allows children to be engaged in business activities in Ghana (Children's Act, 1998 p.30).

Their argument was that because the shift made it possible for pupils not to be in school at some hours of the school day, many businesspersons in the metropolis went in for other



people's children who were mostly below the age of 15 years from the hinterland. These children served as helps at their homes and supported them in addition with their businesses by hawking on the streets to sell all kinds of items.

Apart from these social problems, one of the education officers and some school heads observed that, the double shift adversely affected interaction among pupils in school. Socialization was poor among pupils because they had little time to change over for the next shift to come. They also had only one break that lasted for only some few minutes, making it impossible for them to play more with each other in school in order to get to know each other or establish very good cordial relationship.

In addition, one of the education officers, some teachers, and school head noted occasional reports of cases of girls abused sexually by some neighbours when they were not in school during a particular time of the school day in the absence of their parents, as made possible by the shift.

Last but not, two of the pupils perceived the habits of bribing their colleagues to get the examination questions as stated in section 4.3.3.1 as bad social habit. Their argument was that, the Ghanaian society frowns on bribing and there is likelihood for a person who gives or receives bribe at an early age to do it when he or she grows and later in life occupies an influential position in society.

#### **4.3.3.3 ECONOMIC MATTERS**

First, the executive member of GNAT perceived the double shift mechanism as exposing school facilities to theft. His observation was that, educational facilities are not well cared for when schools operate as different schools sharing the same building.

Secondly, all stakeholders with the exception of parents and policy makers argued that, desks, teaching and learning materials' and other educational equipments destroyed earlier in the double shift schools as compared to the single or full day schools. They attributed this to the fact that rehabilitation and maintenance of educational resources delayed more in cases schools operated as separate shifts. When there is a breakdown in any of the facilities, the

school of the first shift may blame the second shift and vice versa. Each would then expect the other to solve this problem and take a longer period to solve this problem or the problem not solved at all. This can virtually lead to the total destruction of the concerned facilities. The education officers viewed such delayed as a contributing factor to the collapse of many educational facilities in the public basic schools.

Moreover, the education officers and some school heads observed that, the shift caused educational facilities and equipments to be over-used and poorly handle. This caused an early increase in wear and tear of these facilities. They perceived this creates higher maintenance costs, and in many cases requires earlier replacement or reconstruction of some facilities (Bray, 2008, p.42).

#### **4.3.3.4 OTHER MATTERS**

First, stakeholders observed that, the weather conditions posed some challenges in the double shift mechanism, especially in the afternoons, affecting both attendance and conditions of teaching and learning. Some said that the afternoon heat alone makes children tired and bored making it hard to concentrate in subjects such as mathematics. Other informants thought learning mathematics in the afternoon shifts to grasp concepts easily depended on teaching skills and not much on the weather or heat. Some of the pupils interviewed concord to these observations during the focus group discussion.

Secondly, some stakeholders (an education officer, some teachers and school heads), perceived the safety of pupils not guaranteed under the shift system. They argued that most afternoon sessions of the double shift system closes at 5 : 00 pm and some between 6 : 00 pm and 6 : 30 pm (which is rare) which are hours of the day in Ghana when darkness begins to fall and pupils could be harmed during this time. They noted occasional reports of some children missing and some girls raped when school closes during these periods.

Some of the stakeholders also saw the shift as a mechanism that created difficulty for some parents for their children's up-keep. This had to do with the alternation every two weeks of groups in the two shifts. Parents had to change their own daily commitments (e.g., work out of the home) to fit around these changes.

In conclusion, all the above discussions made with the exception of subsection 4.3.3.3 and the last paragraph of subsection 4.3.3.4 reflect one of the school heads and one of the teachers observation of the shift not being "*child friendly*". In addition, the perception of stakeholders about the shift indicates, that stakeholders saw the shift as mechanism of schooling where education quality suffered.

#### **4.4 THE VIEWS OF SCHOOL HEADS, TEACHERS & PARENTS ABOUT HOW THE SHIFT AFFECTED THEM**

First, for the school heads who handled the two streams (A & B) of a school, they observed workload (administrative and supervisory work) under the shift to be very exhausting. They argued that, in the mornings shift, attendance was very encouraging and for that reason, they put in more effort in their work. They also thought that, due to exhaustion, they supervised less effectively in the afternoon. Pupils and teachers work suffered in the afternoon shift in terms of supervision compared to the morning shift. The reason being that, by the time the afternoon shift arrived, they are already exhausted and are not able to do their work effectively as in the mornings. For the heads who handled both shifts, they always leave the school quiet early when afternoon shift is in session leaving a deputy in charge. They said this always made them worry because the deputy is a teacher and would not be able to work effectively and efficiently in terms of supervision because they had to teach. They perceived the shift as making it difficult for them to attend to their private needs because, they leave home very early and get home quiet late very exhausted.

However, heads of schools with just one stream (small schools) saw their administrative and supervisory workload to be okay under the shift system. For these people, like teachers, they had the opportunity to attend to other private needs when not in school at a particular time of the school day.

On the other hand, almost all the teachers interviewed said that the shift did not affect their workload much. Teaching only one shift gave them more time to prepare teaching notes and otherwise prepare themselves. They also had time to attend to their own personal businesses and other activities when not in school at a particular time of the school day. They even said they had enough time to rest. However, all of them worried about the limited instructional

hours for teaching and learning which made it impossible for them to do their work as effectively and efficiently in class as expected of them. In addition, they being unable to complete the subject syllabuses before the term ended. There was insufficient time to complete the various subjects' syllabuses, let alone for revision of topics by the end of the academic year. Especially if in the afternoon shift, some said that, because they use their time when not in school to attend to other business, they become very tired and unable to give out their best in class, also when they are well prepared for the topics to be discussed. Some who live very far from the school premises and who teaching both shifts at the junior high school, always leave home early in the morning and get home late evening. They saw this as a challenge to their relationship with their families. Most teachers complained that they rushing to do their workday in order to cover as many topics as possible before the end of the academic years makes them tensed.

Some teachers also noted that many pupils came to school late in the morning sessions and that absenteeism was high in the afternoon sessions. They therefore had to repeat lessons already taught for latecomers or those who had been absent. This also adversely affected their ability to complete the subject syllabuses.

In conclusion, they observed that, the shift system caused them to rush their pupils too fast through the topics learnt; and that basic school pupils need more time for practical exercises in order to understand what they lessons taught.

Most parents also observed the shift as a mechanism that created difficulty for the up-keep of their children. They argued that they always had to be changing their itinerary for the good of their children's upkeep since they alternate school every two weeks, which sometimes clashes with other things they had to do. They also said that the shift made them to be always worried about their children's education and sometime wish they had their children schooling in private schools, which did not run shift. The reason being that they realized their children were not going to school, especially when they were in the afternoon shift. For instance, when they left home for work in the mornings and leave their children under the care of neighbours, they most a times received complain from their neighbours that their children did not go to school. For them, the morning shift was okay because they were able to ensure that their wards left for school before they left for work, although some stubborn children dressed up for school and ended up in the game centres (Translated Version).

## **5 CHAPTER FIVE: PRESENTATION OF FINDINGS**

This chapter is a presentation of findings on data collected during the two months fieldwork conducted in the Accra Metropolitan Assembly area. It covers data collected from local policy makers, education officers, and an executive member of the Ghana National Association of Teacher (GNAT), school principals, teachers, parents, and pupils. Additionally, the researcher analyzed a document by the Accra Metropolitan Assembly on the implementation of the change in policy.

The chapter begins with the presentation of findings on the reason for the abolition of the double shift system of schooling from policy makers and education officers' perspective. It also includes the views of other stakeholders such as school heads, teachers, an executive member of GNAT and parents. The second section is a presentation of findings on the implementation of the change in the selected Ghanaian basic schools. The researcher gathered data from a document on the implementation of the change and interviewed with policy makers, education officers, school principals, and teachers in addressing this question. The final section is a presentation of findings on the perceptions of stakeholders about the abolition of the double shift system of schooling. The study categorizes them under the advantages and disadvantages of the abolition of the double shift system in the Accra Metropolitan area. Under this categorization, the study presents the issues under sub-headings such as educational, social, economic, and other reasons.

### **5.1 WHAT ARE THE REASONS FOR THE ABOLITION OF THE DOUBLE SHIFT SYSTEM IN THE ACCRA METROPOLITAN ASSEMBLY**

The study presents the findings on the reasons for the abolition of the double shift system of schooling under subheadings such as educational, social, economic, and other reasons, developed, from conceptual framework and literature review.

The stakeholders interviewed perceived the overall objective for the change in policy as a mechanism to ensure that all children of basic school going age would be in school as expected, receiving the kind of education that will provide them with knowledge and help

develop their skills and other talents for further education and national development. One of the education officers supported this observation by saying that:

Abolishing the shift would help to monitor all children to ensure that they are in school and learning, which would enhance the number of educated people in the Ghanaian society, who would contribute to making meaningful decisions in the country, which could enhance development. Educated people can manage their lives well as compared to those not educated. When you compare Ghana with other developing countries like Malaysia, which had her independence in 1957 and ruled by the military for so many years like Ghana, Ghana is not progressing faster because of high rate of illiteracy.

The major reasons for the abolition of the double shift system of schooling from the views of policy makers and education officers were educational and social concerns. Economic and other reasons were minor issues raised in relation to the abolition.

### **5.1.1 EDUCATIONAL REASONS**

According to the two policy makers and the seven education officers interviewed, the main reason for the abolition of the double shift was to ensure effective and efficient teaching and learning by lengthening the instructional time. According to one of the education officers:

To abolish the double shift system of schooling means that to lengthening the instructional hours, i.e., from an average of 4 hours 30 minutes to an average of 7 hours.

The education officers and policy makers argued that lengthening the instructional hours would enhance effective and efficient teaching and learning, which would bring about improvement in performance in the public basic schools as measured by the Basic Education Certificate Examination (BECE) and as compared to their private school counterparts. This would also ensure better placement in the Senior High Schools for pupils from the public basic schools like that of their private schools' counterparts.

The abolition of the double shift would ensure effective and efficient teaching and learning because teachers would be more able to adopt different methodological approaches, making teaching more exciting for pupils and enable them better to understand lessons taught. In addition, it would enable teachers to give pupils more time to ask or raise questions on issues they had difficulty in understanding during teaching time. Furthermore, it would enable teachers to give more exercises to pupils, mark exercises and give further explanations on

issues when marking they found that pupils had not understood. Moreover, teachers would have enough time to teach adequately all topics in the subject curriculum. They would also not skip broad topic of some subjects such as mathematics because they are too intense and need more periods for teaching and learning. In addition, lengthening the instructional hours would make it possible for teachers to complete the subject syllabuses. It would also make it possible for teachers to revise with pupils all lessons taught during the term.

Secondly, lengthening the instructional hours would provide the opportunity to give attention to extracurricular activities such as sporting activities and clubs. This would help in developing other skills and talents of pupils. The education officers and policy makers argued that through these extra-curricular activities, other valuable skills and talents of pupils are developed, and that necessary support for such development would benefit the pupils and the country. One of the education officers said that:

The well-known Ghanaian footballers who are making more money for themselves and making name for Ghana through international tournaments and playing football for international teams are enjoying this fame because teachers realized their skills early through basic school sporting activities and gave them all the necessary support needed.

Lengthening the instructional hours would also help ensure that all subjects including those that aim at inculcating the norms and values of the Ghanaian society into pupils (such as Religious and Moral Education and other subjects that offer Civic Education) would be given due attention during teaching and learning. The abolition would prevent the sacrificing of such subjects for mathematics, literacy, and science. In effect, pupils would become better with regard to issues related to academic subjects as well as social educational goals. According to one of the policy makers:

The sacrificing of subjects that aim at inculcating norms, values and morals of the Ghanaian society to pupils for the sake of arithmetic, literacy and science related subjects is a contributing factor to the alarming moral decadence or indiscipline among many children and youth in Ghana'

Finally, enhancing efficient and effective monitoring and supervision of the public basic school was also a rationale for the abolition of the double shift under the Accra Metropolitan Assembly area. Policy makers and educational officers assumed that, a full day school would make possible for all officials who play supervisory roles such as schools heads, circuit supervisors and others to do their work better since all schools now will operate at the same

school hours. In addition, it would be easier for education officers to identify children who are not going to school or those who have decided to dodge school.

### **5.1.2 SOCIAL REASONS**

Reducing the pupils' truancy rate was another main reason for the policy change. The idea was that, with the abolition or elimination of the double shift system of schooling, pupils would no longer have the excuse of saying, "I am for the morning, or I am for the afternoon shift" when found roaming on the street. Policy makers and education officers assumed that reducing the rate at which children were becoming truants would help reduce basic school dropout rates in the metropolis, since truancy was in their view a major reason for dropping out. They also thought that reducing the rate at which children become truants would help reduce indiscipline and such bad social habits like crime and prostitution. The assumption was that, *"truants are easily lured into social vices."* One of the school heads raised these same issues with respect to the reasons for the change in policy.

Secondly, policy makers implemented the change in policy with the hope of reducing the rate at which children were immensely involved in economic activities. According to the policy makers and education officers, the idea for the abolition of the double shift system of schooling was to reduce child labour in the sense that, pupils would spend more time on their education and less time for engaging or being engaged other activities. Hence, this would prevent parents or guardians from excessively engaging these children in their economic activities such as trading.

Another reason for the abolition of the double shift system of schooling was to ensure better equity in schooling. The idea was that, the abolition of the double shift would ensure that, all pupils no matter their socio-economic backgrounds could enjoy the same hours of schooling. This was the same reason given by the executive member of the Ghana National Association of Teachers. According to him:

It is not fair to have a system where some have to go to school on shift and enjoy few hours of teaching and learning whereas, others go to school on full day to enjoy enough hours of teaching and learning.

Moreover, some education officers were of the view that the abolition of the double shift system was done to prevent instances or situations where children especially girls were



abused by neighbours when not in school and at a particular time in the absence of their parents. One of them said that, occasionally they received report of girls molested or sexually abused by neighbours in the absence of the parents. They perceived that the abolition of the shift would ensure that children would be in school the whole school day so that by the time school closes, parents would be at home since they might have closed from work and be able to monitor their children.

Some of the education officers were also of the view that enhancing good and meaningful interaction between pupils and teachers and among pupils was a reason for the change in policy. They argued that this creates healthy relationship among pupils and helps the teachers to know the pupils' abilities and capabilities better, and to counsel their pupils in overcoming certain challenges they encounter. In addition, it would help teachers transmit the societal norms and values to the pupils to enable them fit well into the Ghanaian society. According to one of the school heads:

The Ghanaian society is a distinct society with its norms, values, and practices. Schools exist in this society and society expects schools to inculcate these norms, values, practices, and principle into the pupils. The idea is that this would make it possible for pupils to fit well in the society. Also, become informed about some practices such as trokosi and female genital mutilation, which are outmoded and Ghanaians frown upon.

### **5.1.3 ECONOMIC REASONS OR FACTORS**

Some of the education officers were of the view that the abolition of the double shift system was done to prevent overburdening of educational facilities and equipment (such as desk) in order to reduce the cost involved in maintaining or rehabilitating these facilities. Some school heads raised this same issue.

Furthermore, one out of the seven education officers thought that the policy change was made possible by plans of better use of available land for constraints on classroom facilities, i.e., a school facility with three storey and 18 unit classrooms being put up to accommodate pupils. It is very difficult to come by available lands in Accra. He said that:

Within a small land area, policy makers can build more of these 3storey and 18-unit classroom blocks to accommodate many pupils as and when the basic school population increases.

#### 5.1.4 OTHER REASONS OR FACTORS

Making possible for policy makers fulfill the goal of ensuring that by 2015 all Ghanaian basic school going age would be in school, i.e., achieving the Education for All (EFA) goal by 2015 was a reason for the change in policy by one of the education officers. He said:

We abolished the double shift system of schooling to enhance effective monitoring of the public basic schools and to put in place measures that would help keep the children in school and to make sure we enroll all those who are not yet in school.

Secondly, the abolition of the double shift system of schooling would make policy makers more aware of the need to ensure that the required numbers of classrooms and other educational facilities are provided for the public basic schools and cause them to address other infrastructural challenges that some of these schools were facing. One of them said:

If it had not been the implementation of this policy change we would not have know the plights of many public schools in terms of infrastructure. Prior to the abolition of the double shift, policy makers conducted a survey to know the status of infrastructures and other facilities of the public basic schools under the metropolis. It was then that we observed that most of the facilities in many schools were not in good condition. Some classroom blocks were about collapsing, lightening system in some schools were bad, leaking roofs, etc.

Thirdly, to improve better security of the Ghanaian society and the state was a reason for the abolition in views of one of the education officers. He argued that since the abolishing would help pupils focused on their education, thus end up with a more meaningful life, this would prevent them from becoming a threat to national security.

In conclusion, almost all the issues raised by the policy makers and education officers as reasons for the abolition were the same issues that the other stakeholders such as school heads, teachers, parents and the executive member of GNAT also perceived as the reasons. However, some schools heads and teachers also assume that policy makers abolish the double shift system of schooling to ensure pupils safety after the end of their school day.

In the words of one of them:

During the afternoon sessions, the time that schools close was not conducive for many children who lived far away from the school premises because by that time darkness had already begun to fall. This puts the lives of many of the pupils who lived far from the schools' premises under. As soon as school closes, the teachers begin to shout to chase them away from the school compound to ensure that the pupils get home quiet early, to prevent them from being harassed. We occasionally receive reports of children getting missing and girls raped after school.

Thus, the reasons for the implementation of the policy change were to address some challenges or disadvantages that characterized the double shift mechanism. According to one of the education officers:

The weaknesses and other issues that characterized the operation of the double shift mechanism necessitated its abolition in the Accra Metropolitan area.

## **5.2 WHAT DOES THE REFORM ENTAIL & HOW ARE POLICY MAKERS IMPLEMENTING THEM IN THE GHANAIAN SCHOOLS?**

In Ghana as contrasted to other countries such as Singapore, the implementation of the policy change was not gradual. According to most teachers, the change was implemented suddenly and many schools were affected negatively immediately the abolition. At the time of the sudden policy change, physical educational resources such as classroom blocks to cater for the pupils taught at the same time in many schools were not yet adequately available.

The abolition created congestion and discomfort in many classrooms because the two shifts or streams of schools were combined and coming to school at the same hours of the school day. As a result, some children left the schools and enrolled in other schools, while others became dropouts. Based on information gathered from one of the pupils interviewed, some of their colleagues who dropped-out entered apprenticeship (learning a trade), whereas others are now into internet fraud popularly known in Ghana as "Sakawa." The congestions in the classrooms eased as soon as the policy makers provided schools with classroom blocks, tables, and chairs for teachers and desk for pupils, despite its bad effect caused.

Despite these early problems, the policy change (reform) entails some measures to help make the implementation successful, thereby improving quality of education in the public basic

schools under the Accra Metropolitan Assembly, and by so doing addressing some social and economic issues of the metropolis.

This section of the chapter presents findings on what the policy change entails as gathered from some documents and policy makers. It concludes with the implementation of the policy change in four public basic schools under the Accra Metropolitan Assembly as gathered from school heads and teachers. One of the schools is a Mission School (a school owned partly by the Church) and the rest are all Local Authority Schools. The findings on the implementation will also include other measures that schools have put in place to improve quality of education in the metropolis. The exploration of such measures were done because the policy change has a goal of improving education quality in the public basic schools under the Accra Metropolitan Assembly, and abolishing the shift system was not the only measure taken towards this end.

The idea is that the provision of physical structures alone cannot guarantee education quality or improvement in pupils' performance. Schools also have to implement measures that would help addressing the needs of pupils they educate. For this reason, there would likely be both similarities and differences in the measures put in place by different schools to address pupils' needs, since the schools serve different categories of pupils.

### **5.2.1 CONTENT OF POLICY CHANGE**

First, the implementation of the policy began with the creating of an "Educational Endowment Fund." This fund was purposely created to internally generate funds from corporate organizations, individuals, non-government organizations, etc in the metropolis to provide both short term (temporary structures) and long term (3 storey and 18 -units classroom blocks) facilities to enable schools cope with the policy change (AMA, 2010 p.11).

Secondly, since the policy change had to do with the lengthening of instructional hours, 8 hours of instructional hours was part of the package that also contained the abolition of shifts (AMA, 2012). The package did not specify the exact starting time for schools but schools were supposed to close at latest by 3 : 00 pm for primary and 4 : 00 pm for Junior High Schools. The change in policy gave schools the opportunity to adopt their own starting and closing time but schools were supposed to start no later than 8: 00 am and close no later than 4: 00 pm. This meant that schools could start even earlier than 8 : 00 am but classes had to

end by 4 : 00 pm at the latest. Furthermore, every subject taught now has more class hours. Class hours organized between 30-35 minutes for some subjects are done now between 45-60 minutes.

Thirdly, in terms of provision of additional educational infrastructures such as classroom blocks, the policy change entailed the construction of over 500 temporary structures (wooden structures) with over 17,000 pieces of furniture for teachers and pupils. In addition, it entailed the renting of private structures to serve as classroom blocks for some schools. Furthermore, the policy entailed the renovation of older educational facilities of some schools, and the demolishing of some schools structures or other buildings that were about collapsing, in order to pave way for building of new structures. This resulted in the merging of some schools and the relocation of others to another school compound. For this reason, some schools that existed prior to the abolishing of the double shift are no longer in existence. Moreover, the policy entailed the construction of about 72, 3 storey and 18 unit classroom blocks in the various communities of the metropolis. This is a long-term project but construction works had already begun at the time of the fieldwork. Two of the 72 structures have been completed and commissioned, many others were in different phases of construction, and completion of formalities in some communities for construction works to begin (AMA, 2012).

The new policy also entailed a periodic organization of educational exchange program for teachers, school heads, and some education officials to enable them improve their skills in order to help improve the quality of education in the metropolis. According to one of the policy makers interviewed, since it would be impossible for all teachers, schools heads and educational officials to participate in this program, the exchange program has been programmed in such a way that only few teachers, school heads and education officers would participate. Moreover, these people will organize seminars for their colleagues to benefit from the new experiences they have gained in relation to teaching and education management. The initial training course is a sort of "*Trainers of Trainers*" program. At the time of the fieldwork, four people have participated in the first organized exchange trip to South Carolina. The aim of the program was to enable participants to become familiar with the pattern of public education in the western world as compared to Ghana. According to one of the policy makers:

This would enable participants to initiate ideas that would bring about improvement in the administration and management of the public basic schools. In addition, through

program or seminars the participants would organize for their fellow teaching staffs based on experience they have gathered, the teaching skills of teachers in the metropolis would improve. In the short or long term, education quality in the metropolis would improve.

The researcher did a follow up on the information gathered in relation to the exchange programme. She interviewed two of the participants to find out what they have done with the experiences they gather since they return from South Carolina. In the words of one:

The programme was initiated for us to go and learn, come back to train our fellow teachers. When we arrived, we wrote a proposal to the Accra Metropolitan Assembly through the Director of Education but still not received feedback. We have moved from sub metro to sub metro to give advice to our fellow teachers in workshops organized by circuit supervisors. For the school which I was heading, I organized a workshop for the teachers to train and advice them on adopting methodology that focuses more on the needs of the child.

According to the second participant:

I have organized in-service training for teachers and school heads under the metropolis in connection with how to handle children, accept them the way they are, use appropriate teaching and learning materials, make pupils have a feel of everything that is being treated (to see and touch) to enable them understand concepts in topics treated. I have added a lot of monitoring in doing my work and through that, I have seen improvement in the way Kindergarten (KG) teachers in the metropolis teach.

The researcher made a follow up on this information gathered from the second participant. She realized that now kindergarten teachers no longer taught subjects in isolation and teachers are doing their best to implement the experience they get from these training. The researcher saw this as a great revolution in the way KG teachers are teaching now. She believes KG pupils are likely to perform far better now if teachers continue to get the chance to upgrade themselves and it would enhance the image of the Kindergartens owned by the government.

The package also comes with a consistent advocacy for teachers to be upgrading themselves in order to improve their teaching skills for the delivering of quality education. According to the policy makers, the numerous management meetings that were held placed much emphasis on advising education directors to put in place measures that would give teachers the opportunities to upgrade themselves in order to attend to the different needs of the pupils they teach, thereby improving education quality.

## 5.2.2 IMPLEMENTATION OF THE CHANGE IN SELECTED SCHOOLS

As already stated in paragraph 5.2, the gathering of data for the implementation of the policy change was done in four schools, one of which is a mission school, i.e., a school partly owned by the church and the other three are all Local Authority Schools. The Mission Schools and the Local Authority Schools are all classified as government or public schools, popularly known as "site" in Ghana, because they are all financed by the government in terms of payment of salaries for teachers and other administrative staffs, and in terms of provision of funds for the day to day management of the schools. However, Mission Schools are quite different from the Local Authority Schools in terms of ownership of the structures. In the mission schools, the church or the religious groups provide physical facilities. On the other hand, in the Local Authority (LA) schools, government provides physical facilities through the district, municipal or metropolitan assembly. One can identify pupils' of the two schools also by their school uniform. All the Local Authority Schools' pupils wear the same uniform. The different religious or mission schools have different uniforms, i.e., every denomination has its own type of uniform for the pupils.

Finally, the Metropolitan Education Units and the Education Unit of the respective mission or religious groups govern mission schools. The Metropolitan Education Unit governs the Local Authority Schools. That is to say, the Mission or Religious Schools serve two masters and their other counterpart serves one master.

Picture 5.1 show examples of Mission Schools and Local Authority Schools Pupils in their Uniform.



Pupils' of a school owned by the Methodist Church.      Pupils of a school owned by the Local Authority

Below are presentations of findings on the implementation of the policy change in selected schools.

### 5.2.2.1 SCHOOL A

School A is a mission school partly owned by the Presbyterian Church in Ghana. The school has two heads, one for the Primary Section and one for the JHS Section. It also has pre-school, i.e., kindergarten attached that feeds the primary school with pupils who graduates from the pre-school. This school is in a compound also occupied by a Local Authority School. It is among the few mission schools that used to operate under the double shift system. It is among the schools in the metropolis that operated the double shift mechanism in both the Primary School and the Junior High Schools (JHS). This School has the Primary and Junior High School located on different compounds but not far from each other, with the exception of the JHS 2 classroom blocks, which are located at the Primary compound because of the abolition of the double shift mechanism. The two teachers and head master interviewed at the JHS complained of the JHS 2 classes situated on the Primary School Compound. They saw it as a challenge to teaching and learning and ensuring discipline among pupils. According to the school head:

Because teachers have to be moving from the main block to that place which is a bit far, they do not start classes immediately as stated on the timetable. Always, some amount of time is lost. This sometimes affects teaching and learning because teachers sometimes are mostly not able to finish what they want to do during lessons time. In addition, it is very difficult to get teachers to fully station at that block to monitor pupils to check indiscipline.

One of the teachers also said:

We have our "Form 2" classes situated away from the main compound and because of this; it is difficult to check pupils' punctuality and attendance. Some pupils there come to school as and when they feel like coming. They are not regular and punctual like those in the main block. Also, we teachers are worried about the 10 minutes lost of time for classes since we have to be communing from the main block always.

First, with respect to how schools implement the 8 hours of instructional time, in School A, the primary section, school day starts at 7 : 00 am and closes at 2 : 45 pm or 3 : 00 pm while at the Junior High School; school day starts at 6 : 30 am and closes at 4 : 00 pm. During these periods, both schools enjoy two breaks, one in the morning, which lasts for 30 minutes, and one in the afternoon, which also last for 30 minutes, but at different periods for the two educational stages. When the Primary School is on break, teaching and learning take place at the Junior High School and vice versa.



At the Primary Section, teaching and learning start at 8 : 00 am and officially comes to an end at 2 : 30 pm but the periods between 2 : 30 pm and 3 : 00 pm are used by teachers to give further explanations on issues discussed in class that pupils did not understand shown during marking of class exercises. Some teachers used this time for one-on-one teacher assisted learning for pupils they found to be academically weak. Teachers also gave homework during these periods.

At the JHS, teaching officially starts at 8:00am, school closes at 3 : 00 pm. The school had morning classes between the hours of 6 : 30 am, and 7 : 30 am prior to the period official classes begin. Teachers use this 1-hour period for discussion on previous day's lesson and give additional teaching on issues pupils have difficulty understanding during lesson time. In addition, teachers as a result of questions raised by pupils give further explanations. According one of the teachers:

Since we organize classes in a relaxed mode during these periods, pupils get the opportunity to address issues they have challenges with and teachers use this opportunity to give the weaker students the assistance needed. During these periods, we explain issues and concepts of lessons at the level that all pupils are able to understand and comprehend. Also in many instances, we use the local languages to explain certain issues when they realized that the weaker students are having very difficulty in understanding after many explanations made. Recently during one of the morning classes, I called a pupil to answer a question I put across. I realized this pupil had very difficult in expressing herself and realized she had a challenge. After the class, I had some conversation with her. I noted that her problems had something to do with family issues. I asked her to bring her parents so that we can help her out.

The school has scheduled the periods between 3: 00 pm and 4: 00 pm for independent learning under the supervision of teachers, which is termed as Prep. The school has scheduled this period for pupils to have independent student learning, to do their homework and for group meetings for project works under the supervision of teachers. However, the school allows teachers to use the periods for additional teaching when the need arises and for one-on-one teacher assisted learning for weaker pupils. The school head said he instituted this because he realized that most of the pupils to are not able to study when they get home because either they go to the street to sell or they do house chores since they serve as helps in their households.

In both schools, the timetable caters for all extra curricula activities. For instance, the JHS has scheduled Fridays for its sporting activities, spelling bee, what do you know and others.

In terms of the provision of additional classroom blocks and furniture, the Primary School benefited from some new temporary structures, i.e., wooden classroom facilities with pupils' desks, chalkboards, teachers' chairs, and tables in order to accommodate the "B Stream" of the school. However, the JHS did not benefit from any new structures; rather, it had to use two classroom blocks on the Primary compound to accommodate the JHS 2 pupils. All teachers interviewed at the primary section complained about this structures in terms of how it was not properly constructed. According to one of them:

When it rains the roof leaks, teaching had to come to a halt until the rain stops. The pupils and I move to the front row of the class to wait for the rain to stop before we move back to our sitting positions. There are some classes that the concreted floors are removing and because of that, when the pupils are sweeping the whole class becomes full of dust. This is not good for their health. They can easily catch cold. The school has spoken to the Parent Teacher Association to help with fixing these little problems and we are hoping they would support.

None of the teachers or the heads of School A participated in the first exchange program organized by the Local Administrators. However, some of the teachers have participated in seminars organized in the Metropolitan area to improve the teaching skills of teachers. The kindergarten teachers attended a seminar organized by one of the participant of the exchange program who happens to be the coordinator for Early Childhood Education in the Metropolitan Education Unit.

Below are the discussions on some other measures implemented by the school to improve education quality because of the change in policy.

According to the school head for the primary section, during the operation of the double shift mechanism transition of pupils to the next grade was automatic promotion, which they saw not to be very helpful because most of the pupils' performance was very poor since pupils were not focus. However, with the implementation of the policy change, the Primary school has instituted grade repetition and an entrance examination for enrollment into JHS 1 in consultation with parents to make pupils focus more on learning. The JHS has instituted this same measure. Also, for the JHS, series of examinations known as "Mock Exams" are being

organized for those in JHS 3 who are about to write their end of basic school leaving certificate known as the BECE. The School does not register pupils for the BECE when they fail the series of mock examinations. It repeats pupils in consultation with their parents.

Secondly, at the Primary School, teachers arrange pupils based on their ability. They pair academically weak pupils with good ones. They do this for the academically bright pupils to assist the weak ones. According to the teachers interviewed, they adopted this strategy because they realized that pupils are able to learn better also from their peers and are able to ask their peers for explanation on issues they do not understand during lessons time as compared to their teachers. However, the JHS does not have this arrangement in the classrooms. Rather, teachers have divided pupils into groups for group studies, project works, and group assignment. Every group is made up of academically good, average and academically weak pupils. The School implemented this to encourage group studies among pupil. In addition, it instituted this for academically bright pupils to assist their peers who are academically weak.

Thirdly, the JHS has instituted mid - term examination and teachers examine pupils in all the various subjects. The School organizes PTA meetings after the mid-term examination to discuss pupils performance with parents apart from the PTA meeting scheduled for the term. However, the Primary school has not instituted mid - term examination but every term the school organizes PTA which the discussion mostly focus on pupils' performance and how parents can help in improving their wards' performance in schools. Information gathered also indicated that the school rarely organized PTA meeting under the double shift mechanism.

Finally, at the Primary School, there is more focus on improving pupils' literacy skills, i.e., reading and writing skills. The school has bough many supplementary readers for teachers to use in helping pupils to improve these skills. According to the school head, she realized that pupils were performing quite well in Mathematics and poorly in literacy, which affected their performance in other subjects. For that reason, the school adopted supplementary readers to help pupils improve their literacy skills and as a result perform well in other subjects. She said:

If pupils know how to read and understand what they read well, they would perform better in all other subjects that involve reading and understanding.

### 5.2.2.2 SCHOOL B

School B is a Local Authority School located among other clusters of Local Authority School. Formerly, it had both the Primary School and the JHS located in the same compound. However, because of the abolition of the double shift mechanism, policy makers have moved the Primary School to a rented structure that is located quite farther away from the main school compound. Two separate heads, one for the Primary Session and the other for the JHS, also head it. Unlike School A, it does not have a kindergarten attached.

In terms of the implementation of the instructional hours, the school day starts at 7 : 00 am and ends at 2 : 45 pm for the Primary Session and 6 : 30 am and ending at 4 : 00 pm at the JHS. During these periods, both schools enjoy breaks but at different periods like that of School A. Officially, teaching and learning take place between 8 : 00 am and 2 : 30 pm in the Primary School. On the other hand, that of the JHS takes place between 8 : 00 am and 3 : 00 pm. According to some JHS teachers interviewed, during teaching, they give equal chance to pupils to answer questions and participate in class discussions. In addition, they intentionally call the academically weak pupils to answer questions thrown on board to find out if they really understood lessons taught. Teachers did this because they realized that most times when they ask questions, these pupils never raise their hands to try answering them. In addition, they give different class exercises to test weaker pupils' understanding of lessons taught.

However, in the Primary School, some classes have remedial classes between the hours of 7 : 30 am and 8 : 00 am. The teacher use this period to give further explanations on previous lessons taught. In addition, sometimes pupils use the time for independent learning. The JHS uses this period for independent student learning termed as 'silent hours'.

In the Primary School, the periods between 2 : 30 pm and 2 : 45 pm are used for one-on-one teacher assisted learning for some pupils who have been found to have challenges with lessons taught. Teachers gave homework to the whole class during these periods. However, some teachers gave different home assignment to academically weak pupils after giving them more assistance.

At the JHS, teachers sometimes keep pupils for additional 1hour after school closes to give exercises on previous lessons taught and further teaching on difficult lessons. Teachers use this opportunity to explain issues further to pupils understanding and give more attention to

the academically weak pupils. Unlike the Primary School where home assignments were given at the close of school, at the JHS, since it has subject teachers, home work is given at the end of lessons taught in that subject. Both private and public basic schools in Ghana have this arrangement.

In both schools, administrators have structured the timetable to cater for all extracurricular activities. For instance, the JHS organizes, career and counseling programmes for its pupils every term. The school initiated this with the idea of drawing pupils' attention to the essence of education in order for them not to indulge in other activities that will distract their education.

With respect to implementation of infrastructure developments, the Primary School benefited from a new rented private building located quite farther from the school compound as already stated. It also benefited from new sets of desks for pupils, tables, and chairs for teachers. The Primary Section of School B was only one stream made up of six classes, i.e., P1 to P6. This released their former classroom structure, which was only a three-classroom block to JHS. The JHS did not benefit from any of the new structures entailed in the implementation. However, it benefited from additional desks for pupils. Policy makers moved the JHS to the classrooms formerly used by the Primary School and re-allocated their classroom block to another school on the same compound. The JHS was two streams, i.e., A and B stream. Since the school did not benefit from additional classroom block, it has joined both streams together making class sizes of 70 as a minimum and 80 as a maximum.

None of the teachers or the school heads has participated in the exchange program held for other teachers and for education officers in the Metropolis. However, like teachers and school heads in School A, they have been participating in seminars or refresher courses, which aimed to improve their skills and abilities in order to improve education quality, organized at the district and circuit levels of the metropolis.

School B like School A, has also adopted some measures to help improve quality of education as result of the abolition of the double shift. Below are the discussions on the measures.

Firstly, at the Primary Section, the school has instituted the "Reading Clinic" to help improve pupils' reading and writing skills. The idea behind this measure is the same as that of Primary

School A as indicated in paragraph 5.2.2.1. The JHS has not implemented such a measure, but teachers advise pupils to use their free periods to read good literary books and other supplementary readings sold to them by the school.

In both the Primary School (some classes or grades) and the JHS, pupils sit according to their ability, i.e., their performance in schools. Teachers paired academically good pupils with weak ones in order for the good ones to assist the weak ones. The idea for such a measure is same as that of the Primary School of School A as indicated in paragraph 5.2.2.1. In those classes of the Primary School such as P1 where pupils do not sit based on ability, teachers do not allow pupils to sit with friends. The idea is to make them pay attention and not play (which they are fond of doing when sitting with friends) during class time. In addition, they changed the seating positions of pupils when they find them not paying attention during lessons time. Hence, most pupils do not have permanent seats in class.

At the JHS, pupils need permission to absent themselves from school. If absent without permission, they are punished the next day they come to school. I witnessed this in my fieldwork in the school. A guardian came to the school to seek permission from the school's head for her daughter who was absent and who would be absent the next school day due to family issues. The reason for this requirement is to curtail unnecessary absenteeism and to make pupils focused on their schooling.

Moreover, at the Primary School, the school has instituted "open day," a day set aside by the school for parents and guardians to come and look through their wards exercise books. The idea is to enable parents to know their wards performance in school and for them to give their children all the necessary attention and support for their education.

The school organizes entrance examination for pupils entering into JHS 1 in the next academic year. Pupils who perform badly are required to repeat, after consultation with parents. Also, at the JHS like that of School A, series of mock examination is organized for the JHS 3 pupils who are about to write their end of basic school leaving certificate examination known as the BECE. The school does not register pupils for the BECE when they fail these series of mock examination. The school repeats these pupils in consultation with parents. The JHS has also instituted grade repetition to make pupils learn and to become more focused on their schooling.

### **5.2.2.3 SCHOOL C**

This is also a Local Authority School headed by two school heads (one for the Primary Session and the other for the JHS). It is also located on a compound also occupied by other Local Authority Schools, thereby making a school cluster in that community. Since School C does not have kindergarten attached to it, pupils who get enrolled in P1 are pupils coming from private Pre-Schools located in the same community or elsewhere, or they have not been enrolled in any Pre-School at all. The Primary School and the JHS are located in the same compound, at a walking distance away from each other. During the operation of the double shift mechanism, the Primary School and the JHS had two streams, i.e., the A and B stream. With the implementation of the policy change, only the Primary School continues to have two streams. The JHS has merged its two streams into one stream.

With respect to the implementation of the instructional hours, the school day starts 7: 00 am and ends at 2 : 40 pm for the Primary School and 6 : 30 am ending at 3 : 00pm at the JHS. The JHS sometimes extends its closing period by 30 to 45 for additional tuition by some subjects' teachers. Teachers use this periods for one-on-one teacher assisted learning for pupils found to have difficulty with issues discussed in class. During this periods, like the other schools mentioned above, two breaks are observed, i.e., one in the morning and the other during lunchtime. At the Primary School, official teaching and learning takes place between 8 : 00 am and 2 : 30 pm. Teachers give homework between 2 : 30 pm and 2 : 40 pm. In addition, some teachers especially those in the upper primary, extend the class to 3 : 00pm. During these periods, they give special tuition to the pupils found to be academically weak and give them special assignments in addition to the homework given to the whole class.

The JHS on the other hand has its class hours taking place between the hours of 8 : 00 am and 3 : 00 pm. The school scheduled the period between 7 : 30 am and 8 : 00 am for silent hours or independent student learning. During this period, teachers give pupils especially the academically weak ones special individual attention. Because now there is more class time, more class exercises are given. After marking of pupils' exercises, teachers insist that pupils correct their mistakes. Like the other schools, timetable structuring allows time for extracurricular activities. For instance, in the Upper primary, occasionally the school organizes spelling bees and quizzes between the different educational stages and between the two streams of the school. In one of the lower primary classes, pupils had creative activity

class at the periods prior to closing time. According to the teacher, most of the pupils found to be academically weak do not return to class after the lunch break. She realized that they are the people who enjoy this creativity time and for that reason, she scheduled the latter periods of the school day for creative activity to make them stay in school until it closes.

In terms of the implementation of expanded infrastructure such as classroom blocks, as like School A, the Primary Section of School C benefited temporary structures, i.e., the wooden classroom blocks furnished with chalkboards, desks, tables and chairs for teachers. This catered for the B stream of the school. Again, the JHS did not benefit from any of the new infrastructure provided by the policy implementation. However, like School B's JHS, it benefited from additional desks for pupils. The head teacher and teachers interviewed at the primary section complained about the how the temporary structure was constructed and situated. They observed that the structure was not well constructed. Building contractors used inferior materials for constructing the structure that has led to its early deterioration. Based on information gathered and my observation of the structure, the windows of the structure are broken. This makes the place not safe for the keeping of teaching and learning materials. For that reason, the main block keeps cupboards and other teaching and learning aids for the classes in the temporary structure. In the words of one of the teachers interviewed:

Formerly, the B stream had their cupboards with them in the wooden structure. Teachers later realized that some neighbours of the community were stealing their textbooks and sometimes removing their illustration charts from the wall. The school then decided to keep the cupboards of the B stream in the main block. They broke into the classrooms to steal the books when we have close. Also, since pupils have to commune to the main block to pick their books, on their way to their classrooms, they fall and sometimes have the books torn apart. Most of the textbooks have some pages torn off because of this.

In addition, the temporary structure is situated quiet close to a public toilet in the community. According to the school head, the smell of the place diffuses to the classroom sometimes and when this happens, it is becomes very difficult to stay in the classroom.



Picture 5.2 depicts some observations made by teachers about the temporary structure.



None of the teachers or the school heads has participated in the exchange program. However, like teachers and school heads in School A and B, they have been participating in seminars or refresher courses that aim at improving their skills and abilities in order to improve education quality, organized at the district and circuit levels of the metropolis.

The school organizes in-service training for teachers every term through the school based. It uses Peer Teaching where teachers who have special skills in teaching certain subjects such as mathematics and science, train their colleagues and sometimes employs resource persons with expertise in some subjects to provide training for the teachers. According to the school's head, the school does this to make teaching less stressful for teachers and lessons taught more enjoyable and effective.

Below are outline of other measures implemented by the school to help improve quality of education because of the implementation of the new policy.

First, the school organizes admission examination for pupils who come from other schools to seek admission. Based on their performance pupils are required to repeat or promoted to the next grade in consultation with parents. The school does not admit pupils who fail this examination since their parents or guardians do not favour the idea of pupils repeating.

Secondly, like the other schools, School C conducts entrance examination at the Primary School for all P 6 pupils entering into JHS 1. Pupils who perform very badly in this

examination are required to repeat done. A series of mock examinations is organized for pupils who are about to write their BECE. Pupils are required to repeat their class or grade when they perform badly in the mock examination. The school consults parents or guardians before repeating pupils.

Thirdly, teachers at the JHS give supplementary home assignments on Fridays. The teachers punish pupils who refuse to do these assignments. According to some teachers, the assignments are standard questions designed to identify pupils who still have difficulty in understanding lessons taught.

In the JHS and in some classes of the Primary School at School C, like School B, pupils sat based on ability grouping. Teacher paired academically weak pupils with academically good ones. During practical lessons of some subjects such as Basic Design and Technology, Pupils are re-grouped again. According the Pre-Technical Skills Teacher, he does this because there are some academically good pupils, especially the girls, who have difficulties with the practical section of the course.

At lower primary, literacy receives more attention. During the library periods, teachers use the hour to assist pupils in reading and the pronunciation and to explain words that pupils found to be new to them. Since the school does not have a library, School C, like School A's Primary School, has bought supplementary readers and other books for the pupils in order to improve pupils' literary skills and to improve their performance in all other subjects.

#### **5.2.2.4 SCHOOL D**

School D is also a Local Authority School situated in a compound with other Local Authority Schools which come together to form a cluster of Local Authority Schools in that community. Two heads (one for the Primary School and the other for the JHS) also head the school. Like the other schools mentioned, it used to operate with double shift both in the Primary and in the JHS. When the school was operating under the double shift mechanism, it had a Pre-School attached. However, the Pre-School of School D fed the Primary School as well the Primary School of another school with pupils for Primary 1 (or Grade 1). Currently, the School has no Pre-School attached because of the abolition. Policy makers moved the school to a rented apartment and when the first Millennium school was completed, the school was re-located to that school block. School D now has a new name because of the change in policy.

Both the Primary School and the JHS occupy the same 3 Storey -18unit classroom block. The Primary School is at the first floor, which comes with its own library, science laboratory, computer laboratory, and meeting room. The JHS occupies the second floor of the building. Another school's JHS occupies the third floor of the building.

The school day in the Primary School starts at 7 : 00 am and ends at 2 : 45 pm. In the JHS, it starts at 6 : 30 am and ends at 3 : 00 pm. The JHS sometimes extends the closing time to 3 : 45 pm or 4 : 00 pm. Within these periods, pupils have two break periods (one in the morning and the other during lunch- time). Like the other schools mentioned above, the Primary and the JHS have their breaks at different periods. Teaching and Learning at the Primary School take place within the hours of 8 :00 am in the morning and 2 : 30pm in the afternoon. During these periods, teachers give class exercises and mark. Teachers also give one-on-one teacher assisted learning to pupils they realized have difficulty understanding lessons taught. Some teachers said they attended to these pupils when marking and gave them another exercise to do after giving the pupils additional teaching. Sometimes, these pupils were also kept for 30 minutes extra tuition. Teachers give home assignment between the hours 2 : 30 pm and 2 : 45 pm.

At the JHS, it takes place within the hours of 8:15am in the morning and 3 : 00 pm in the afternoon. During these period teachers are better able to adopt different methodologies to explain issues to pupils because of the additional time now allotted to teaching and learning. In addition, at the JHS pupils had independent student learning between the hours of 7 : 00 am and 8 : 00 am. Teachers also give one-one- teacher assisted learning to pupils they realize have difficulties with their studies. Teachers give pupils extra exercises after attending to them individually. In the JHS, teachers give home assignment at the end of lesson taught. At the JHS, teachers sometimes keep pupils after school for extra tuition. They initiate this after marking class exercises and previous homework and realize most pupils are still struggling with some topics treated in class. Some teachers use this time for one-on-one teacher assisted learning for academically weak pupils.

Teachers interviewed in this school said, they are now better able to adopt different methodologies to explain issues to pupils because of the additional time now allotted to teaching and learning because of the abolition of the double shift.

According to the Primary 1 teacher:

When teaching now, we use employ a lot of teaching aids and other activities for pupils better understanding because we have about 1hour allotted for each subject. This was not the situation under the shift because the time did not allow for such activities. We always had to compress lessons to enable us teach the required subjects for the day because the time table by then was structured same as that of a full day school.

In terms of new infrastructure, the School has benefited from the long term project: ,i.e., a new3-Storey 18 units classroom block with all other facilities such as stocked libraries, computer laboratory, science laboratory, white boards, spacious classroom and enough desks, meeting rooms, staff common rooms with chairs and tables for teachers, etc. The school also has some challenges with respect to the construction works done. Administrators have noted the construction works as shoddy and for that matter, many maintenance need to be done as time passes. Some part of the roof is leaking and there are other facilities, which the school has to repair. According one of the school heads, *"The edifice is good on the broad way but it has its own challenges."*

Picture 5.3 shows an example of the 3Storey and 18-unit classroom block constructed



This structure looks well constructed from its front view but the school heads noted some construction works to be shoddily done and as time passes it would need more maintenance work done in order to keep it in good condition.

None of the teachers or the school heads has participated in the exchange program held in the Metropolis. However, like teachers and school heads of the above-mentioned schools, they

have been participating in seminars or refresher courses, which aim to improve their skills organized at the district and circuit levels of the metropolis.

The school has also introduced some other measures in order to improve education quality. Below are the discussions on the measures.

Firstly, in some classes of the JHS and the Primary School, teachers give group exercises and assignments under their supervision. The idea is for pupils to learn from each other. Teachers did not often give group assignment. One said the reason is that academically weak students like playing a lot and they can adversely influence the good ones.

Secondly, teachers at the primary section utilize the library periods well. They do this to improve pupils' literacy skills. According to the P6 teacher, since they are fortunate to have a library stocked with books, she takes the pupils to the library, teaches them how to handle books, assists them in reading and pronunciation of words or passages in a supplementary reader or any literacy work. She organizes class discussions at the end of the library periods.

Thirdly, the JHS organizes fortnight test to discover pupils' difficulties for teachers to address them. The school invites parents for discussion of the challenges pupils have since pupils sometimes have difficulties with studies because of problems associated with the home. This same occurred in the other schools visited for the fieldwork.

In conclusion, it is worth noting that in terms of the implementation of the policy change, schools share many similarities in the utilization of the additional instructional hours although the timetables differ among them. Schools attempt to improve education quality by also addressing the needs of academically disadvantage pupils. Most of these pupils come from low-income families and some work as helps in some high-income homes. The school does more than it did under the shift system to address issue of social inequity by helping these pupils to overcome their plight.

## **5.3 WHAT ARE THE PERCEIVED ADVANTAGES & DISADVANTAGES OF THE POLICY CHANGE**

This section is a presentation of findings on the perception of some stakeholders in relation to the advantages and disadvantages of the policy change.

### **5.3.1 PERCEIVED ADVANTAGES**

Stakeholders are in favour of this change. They all agreed it is a good policy although it also comes with some challenges. The categorization of issues raised by stakeholders are done under themes such as educational issues, social issues, economic issues and other issues developed from the conceptual framework and literature review.

#### **5.3.1.1 EDUCATIONAL ISSUES**

First, the stakeholders perceived the policy change to have improved pupils performance in the public basic schools now. Pupils interviewed also agreed with this observation. According to one of the pupils:

In previous years, our seniors recorded the worst double-digit aggregates in the BECE. Their performance was between 18 and 30 with some other still worse aggregates recorded. This made many of them not get placement in the Senior High School. I have a cousin who completed this school in a year prior to the abolition of the shift. She has still not gained admission in Senior High School because of her low aggregate score. The aggregates of our seniors who completed school in 2012 are far better than previous years. We heard that the best aggregate was 13 and other good aggregates recorded. This made us happy.

Stakeholders and pupils attributed the cause for the improvement to the longer instructional hours. They noted that the longer instructional hours has made it possible for teachers to address more issues in relation to teaching and learning, as mentioned in the first paragraph of subsection 5.1.1. The measures implemented to enhance education quality, which accompanied the abolition of the double shift mechanism was another observation noted for the improvement. In addition, stakeholders thought the improvement has resulted because teachers and pupils focus more on teaching and learning now. Some teachers said that because they spend more time in school now, they give maximum attention to teaching and try to invest ample time in exploring ways of improving their knowledge for the lessons they teach. With the lengthening of the school day, both pupils and teachers have little time to

attend to other things outside the classroom. According to the school heads and teachers, pupils' performance has improved in the 2012 BECE result (thus two years after the implementation of the policy), as well as in end of term examinations, class exercises and home assignments.

Table 5.1 is an illustration of pupils' performance in the BECE of the four selected schools. The researcher did not gather this information to support arguments made but to observe the trends in the improvement by looking at results in 2008(a year before the policy changed and 2011 & 2012 (two years after the policy change)

Table 5.1 shows pupils' performance in the BECE prior to the abolition and after the abolition

	Examination	No. Of	Percentage	Mean
Name of School	Year	Candidates	Pass Rates	Aggregates
	2008	122	50.82	27.69
School A - JHS	2011	112	32	29.3
	2012	60	80.3	23.6
School B - JHS	2008	62	75.81	25.84
	2011	81	72.8	28.1
	2012	42	79.2	24.9
School C - JHS	2008	73	82.67	24.01
	2011	59	28.5	X
	2012	58	46.5	28.0
School D - JHS	2008	71	57.75	27.08
	2011	68	44.6	28
	2012	53	39.9	28.7

Source: Accra Metropolitan Education Directorate - Examination Unit.

**Mean Aggregate:** The mean aggregate for a school, is the summation of the best aggregates (6-30) and worst aggregates (30+) divide by the total number of pupils who took the examination. Aggregate is the summation of pupils best grades (grade 1- 5) obtained in six subjects out of which three subjects, i.e., Mathematics, English Language, and Integrated Science are compulsory for grading. The study used the symbol X to represent mean aggregate recorded by School C in 2012 because the researcher assumes there is a problem with the actual figure recorded. The percentage pass rates and the mean aggregates were recorded same. The data above lack information on 2010 pass rates and mean aggregates for

the schools because it was not available to the researcher. The office in charge could provide the data for that year. The Metro Examination Unit provided the above data to the researcher upon request.

Pupils, who wrote the 2011 Basic Education Certificate Examination (BECE), were in JHS 2 when policy makers have not implemented the change and those who wrote the BECE in 2012 were in JHS 1 when policy makers have implemented the change. Those who completed school in 2012 would have had more exposure to the new measures implemented by schools because of the policy change in contrast with those who completed in 2011. Hence, there is the likelihood that the positive effects of the abolition on performance would reflect more in 2012 as compared to 2011.

One can note from the above data that, the pass rates for the year prior to the abolition was quiet okay in the schools. Actually, the general performance in the country during that year was the best performance ever recorded since 1998. The trend in performance in the schools fell in the year 2011. During this year, the country recorded the worst performance ever since 1998. The data indicates that all schools with the exception of School D recorded a gradual increase in the pass rates in 2012. This gradual increase in performance indicates that, performance in the public basic school can become better as time passes.

The abolition of the double shift mechanism has increased support from the Ghanaian community and from international organizations operating in Ghana towards the provision and rehabilitation of educational facilities in the metropolis. For instance, USAID in Ghana has provided funds for the construction of four of the 3-Storey 18 unit classroom blocks known as the Millennium City Schools. The International Business Machines Corporation (IBM) in Ghana furnished an ICT laboratory at the first Millennium School completed with computers. The PTA of some of the schools I conducted my fieldwork assisted in the rehabilitation of the old classroom blocks.

One of the teachers interviewed thought that the abolition of the double shift has reduced workload for lesson notes preparation in the JHS for some teachers. The teacher argued that, as part of the larger change, which abolished the double shift mechanism, JHS teachers no longer teach more than two subjects. Previously, some teachers taught about five subjects because of the shortage of teaching staffs in some schools.



Finally, the change has created an environment that probably has improved effective monitoring and supervision of teachers, schools heads, circuit supervisors, and other supportive staff to ensure they do their work or perform their roles accordingly. According to one of the school heads, it is now easy for them to trace teacher absenteeism. In addition, they are more able to know how well teachers perform while at school. Moreover, it has also made it easier to supervise and monitor pupils activities in school, i.e., whether they participate in class activities or loiter on the school compound during class hours.

### **5.3.1.2 SOCIAL ISSUES**

The stakeholders perceived that, the abolition has helped to reduce the rate at which pupils were playing truant. It is no longer possible for truant pupils to give excuse of "*I am for the morning shift*" or "*I am for the afternoon shift*" if they are found roaming. Therefore, it is easier for members of the community to identify pupils who dodge classes. According to one of the parents:

Recently, a café attendant noted a pupil dressed in school uniform playing games at an internet cafe shop. Immediately, the cafe attendants inquired from the boy if he should not be in school. The boy quickly answered that he was for the afternoon shift. As at that time, policy makers have implemented the change. The internet cafe attendants realized the boy was telling lies and he immediately marched him to his school for enquiries.

Some schools have implemented direct measures to reduce the rate at which pupils absent themselves from school. An example is the JHS of School B. In the JHS of School B, pupils cannot absent themselves from school without permission. The school granted permission for only tangible reasons such as sickness. Teachers punished pupils who absented themselves from school without permission. In addition, the head of the school invites parents to come to the school to explain their wards absence from school on a particular day. This has resulted in improvement in pupils' regularity and punctuality in going to school.

Stakeholders assume the change in policy have caused reduction in child labour because pupils now spend more hours in school. For that reason, parents or guardians have less scope for excessive use of children in their business activities. According to one of the policy makers (and with concurrence in notes from a statement by one of the education officers):

Before the abolition of the shift, during the school day, you could find many children below 10years of age and above selling all kinds of items and foodstuffs along the street, which is close to our offices. With the abolition of the shift, you hardly see these children selling along the street during the school day.

The new policy has reportedly changed many parents and guardians' attitude towards their wards' education. Now schools are more able to organize PTA meetings to discuss matters that are more pertinent to parents support for their wards education. In addition, during such meetings the teachers and schools' heads communicate some challenges faced by the schools in terms of teaching and learning materials such as textbooks. This makes parents realize that, although the public basic schools is run by the government, the government cannot provide all the needed material resources, and that parents' support is also needed for the betterment of their wards' education.

The change has also made it possible for pupils of schools that have two streams, to recognize themselves as pupils of the same school. This reportedly has enhanced cordial relations at the school, between teachers of different streams, between pupils of different streams, and teachers and pupils from different streams. Socialization in schools has now improved.

#### **5.3.1.3 ECONOMIC ISSUES**

Economically, stakeholders perceived the abolition of the double shift mechanism to have helped reduced the pressure on educational facilities and other material resources thus reducing their early wear and tear of such resources.

#### **5.3.1.4 OTHER ISSUES**

The change in policy has made policy makers more informed about the plight of many school in terms of educational resources such as classroom blocks, inadequate textbooks and others. More schools now have their educational facilities rehabilitated. There also appears to be more pressure from local policy makers on national policy makers to provide the necessary support to education as expected. According to one of the policy makers:

Recently, the office of the Accra Metropolitan Assembly had to put pressure on Ghana Education Service to provide textbooks for many schools in the metropolis. Most of the schools did not have enough of these textbooks, which was a challenge to teaching and learning. Hence, upon the schools' request, the office of the CEO of the AMA had

to put pressure on Ghana Education Service to provide the needed textbooks for the schools.

In conclusion, the issues presented under the various sub-headings such as educational issues, social issues, economic issues and others issues were the perceived advantages of the abolition of the double shift by some stakeholders such as local policy makers, policy implementers, schools heads, teachers and parents of the Accra metropolis.

### **5.3.2 PERCEIVED DISADVANTAGES**

The stakeholders also pointed to some challenges or disadvantages of the abolition, which if not addressed in time, could threaten the success of the policy change. Below are their discussions under the various subheadings.

#### **5.3.2.1 EDUCATIONAL ISSUES**

Some stakeholders perceived the abolition to have caused reduction in enrolment rates. According to them, enrolment has reduced because, many of the pupils of the public basic schools were staying with guardians who had brought them into their homes purposely to come and assist them with their business activities. The abolition of the double shift has made it impossible for the pupils to combine schooling with such labour because of the longer school day. Therefore, there was no reason for these guardians to continue to keep these children since it would be impossible for them to accomplish the purpose that brought them to Accra. Many guardians have sent these children back to the hinterlands. According to one of the school heads, the above argument is a contributing factor to the reduction in enrolment rate although there may be other causes for such problem. According to her, enrolments could drop because parents get their wards enrolled in other school after relocating to another community or for other personal reasons.

Table 5.2 presents enrolment figures of some of the selected schools to support the argument. The figures are for enrolment rates for one academic year before the policy change, and for two academic years after the policy change. The figures are summation of enrolment rates in the Primary Schools and the JHS. The kindergartens (KGs) were not included because they operated as single session or full day schools.

Table 5.2 shows enrolments in schools prior to the change in policy and after the change in policy

SCHOOLS	2008 /2009  (BEFORE CHANGE IN POLICY)	2009 /2010  POLICY CHANGE IMPLEMENTED	2010 / 2011  (AFTER POLICY CHANGE )	2011 / 2012  (AFTER POLICY CHANGE)
A	1104	933	1004	920
B	631	559	565	500
C	961	730	768	781

Source: Statistical Department of the Accra Metropolitan Education Unit.

Information gathered from some education officers, teachers and school heads indicated that, the trends of enrolment rates in the public basic schools in years prior to the abolition have always been high. These people argued that, the double shift mechanism encouraged many businesspersons in the metropolis to go in for other people's children from the hinterland to come, assist them with their business, and go to school as well. The trends of enrolment rates in the schools in years after the introduction of the policy changed had been fluctuating. One major observation was in the 2009/2010 academic year. It was during this period that policy makers implemented the change. There is an indication of enrolment rates dropping in schools immediately after the implementation of the change. This is due to some reasons such as some pupils not being able to withstand the discomfort in classrooms due to over crowdedness. In addition to this was guardians taking their children back to the hinterlands.

From the above data of three of the selected schools, one can note that, the three schools have high enrolment rates in the academic year prior to the abolition. Enrolment rates dropped in all three schools during the policy change implementation and increased again a year after. Apart from School C that experienced another increase in the trends of enrolment two years after the policy change, the two other schools experienced another fall in enrolment rates. This indicates that, the trends in enrolment rates are not same in all situations. Some schools are experiencing gradual increase and on the other hand, others have fluctuating rates. In addition, none of the schools has the enrolment rates risen to or above that of the year prior to the abolition of the double shift system. This could mean that, the abolition of the double shift has deter many people from going to the hinterlands to bring other people's children to come and assist them with their businesses or that, truly many guardians have sent the children

back to the hinterlands as observed by the teachers, school heads and some of the education officers.

Secondly, the abolition of the double shift has caused classrooms of some schools to become overcrowded. This has resulted from inadequate classroom facilities allocated to some schools. In some of the schools, the temporary structures were provided for only the second streams of the Primary Schools. The JHS did not benefit from this temporary classroom block. Because of this, the schools had to join both streams to one stream resulting in large class sizes. For instance, the class sizes for the JHS classes of School B are between 75 and 80 and that of School C is about 60. According to some of the teachers of these schools, it is creating discomfort in the classroom causing a rise in pupil absenteeism. The large classes also make teachers become very tired after teaching, because they have to move in between the desks to ensure that pupils pay attention. According to the Pre-Technical Skills teacher of one of the sampled schools:

The large class size is making it difficult for us to have practical lessons. The pupils are too packed and the desks too small to accommodate two drawing boards.

Hence, this impedes the teaching of practical lessons of some subjects like Pre-Technical Skills, which is part of the Basic Design and Technology subject to be assessed in the BECE.

Thirdly, some JHS teachers complained of an increase in workload in terms of marking of class exercises and homework. This result from the combining of classes in some schools (and hence large class sizes) stated, coupled with the reduction in teaching staff. In School A's JHS, under the shift the number of teaching staff was about 17. With the implementation of the policy change, the number has reduced to 13. For that reason, some teachers who have less credit hours for teaching have taken up the responsibility of teaching other subjects to reduce the workload on other teachers in some of the school. In School A-JHS for instance, the French teacher now teaches the literature aspect of the Form 3' English syllabus in addition to his work as a French teacher, to reduce the workload on the English teacher.

Many schools have shortages of some educational materials and facilities. Many schools still have inadequate teaching and learning materials. Stakeholders with the exception of parents observed this as the greatest challenge for teaching and learning. According to one of the teachers, textbooks are so inadequate that, during reading lessons, teachers pair pupils into groups made up of two or three pupils. His observation was that this arrangement made some

pupils end up not paying attention. After class, teachers always found pupils fumbling when they asked questions on the readings. Some schools still lack ICT laboratories, Science laboratories, and workshops for practical lessons in the Basic Design and Technology (BDT) subjects. For that reason, some schools have opted not to register final year students for the ICT examination assessed at the BECE. In the case of practical lessons for science, some schools organize the practical lesson in the ordinary classroom. Some of the schools still lack toilet facilities. Pupils had to go to public toilets closer to their schools at a fee. Pupils lamented a lot on this issue. However, these challenges have existed in many schools prior to the abolition. Schools heads and teachers thought that the abolition would help schools overcome these challenges, but it did not.

Some pupils of the JHS are not able to concentrate during the now longer class hours because of hunger. Some parents did not give their children enough money for feeding for the whole school day because of poverty. According one of the schools heads, by 1: 00 pm, teachers notice some pupils not to be concentrating during classes. These pupils always complained of hunger.

In general, stakeholders perceived the disadvantages of the policy change to concern educational issues. They thought inadequate teaching and learning material and overcrowded classrooms could adversely affect the achievement of some objectives of the policy change. One example is the goal of reducing truancy in the public basic schools. Research findings presented indicates, that all stakeholders with the exception of parents who did not raise issues about the challenges or disadvantages of the shift, perceived the abolition of the shift to have contributed in addressing some weaknesses such as making truants out of pupils of the double shift mechanism. However, it also characterized by some weakness that could threaten the success of the policy change as observed.

In sum, findings indicated that educational and social reasons were major reasons that called for the change in policy. Out of these issues to ensure effective and efficient teaching and learning, enhancing effective and efficient monitoring and supervision of the public basic schools were the major issues raised. In addition, curbing truancy rates, curbing child labour rates, preventing situations of children especially girls from being abused, enhancing better equity in schooling and making possible for teachers to better transmit the norms and values of the Ghanaian society to pupils were also raised in addition to the educational issues. All the

concerns raised in relation to the economic and others reasons were minor concern for the change in policy.

In addition, in terms of policy and its implementation in the schools, one could observe that, that the start and close of the school day differs in some schools. However, all schools utilize the hours of instruction for providing one-on-one teacher assisted learning, ensuring better improvement in the literacy skills of lower primary pupils by allocating more hours to language and literacy and others for better achievement of education quality.

The perceptions of stakeholders with respect to the change in policy have reflected arguments for educational, social, economic, and other issues. The perceptions have been both positive and negative. One can observe the positive perceptions of the change in policy by stakeholders on the grounds of educational, social, economic, and other issues. On the other hand, the negative issues were just for educational concerns.

Stakeholders perceived educational and social issues as the major issues that the change in policy has achieved in addressing, economic, and other issues as minor issue, like the reasons that called for the change in policy.

## 6 CHAPTER SIX: DISCUSSIONS ON FINDINGS

As stated in Chapter 5, many stakeholders in Ghana have over the years called for the abolition of the double shift in the public basic schools due to reasons indicated. In 2004, the Daily Graphic editorial reported a story in which the Eastern Regional Director of the Ghana National Commission on Children advocated strongly for the abolition of the school shift (double shift) system. His argument was that the system breeds truancy among pupils while others hide behind it to avoid apprehension for not attending school at all. He explained that most children seen loitering around during school hours generally give the excuse that they belong to the morning or afternoon shift depending on the hour when they were found roaming. In addition, in 2005, the same Daily Graphic editorial reported that the National Coordinator for Science, Technology, and Mathematics Education urged the Ghana Education Service to abolish the school shift system. His argument was that the shift did not allow time for pupils to have enough practical lessons in the Science subjects but only to engage in the theoretical aspects of the subject (Bervell et al., 2013, p.29).

Many districts in Ghana have attempted several times to abolish the shift because stakeholders observe the challenges or weaknesses to outweigh its benefits. However many districts, such as the Cape Coast Municipal have failed in their attempt. This is because of the ever-increasing population of school going age that has resulted from population growth and from policy implemented to improve access to basic education in the country, and from the difficulty in expanding existing structures due to financial constraints (Bervell et al., 2013). Today, local policy makers in the Accra Metropolitan area have abolished the shift system in schools under their jurisdiction. The metropolis stands out as the only district in the country that has abolished the shift.

This chapter summarizes and analyzes findings on the rationale for the abolition of the double shift, the implementation of the policy change, and the perception of stakeholders about this change in policy in the Accra Metropolitan area. The researcher will summarize and analyze the findings in relation the conceptual framework and the literature reviewed on the various countries context for the study. It will also provide a reflection of findings on the conceptual framework and final presentation of overall conclusions for the study.



## **6.1 REASONS FOR THE ABOLITION OF THE DOUBLE SHIFT**

Findings presented in Chapter 5 indicate that, the major reasons for the abolition of the double shift system in metropolitan Accra area were educational and social. Economic and other issues were of minor importance for the policy change. Moreover, one could observe that in addressing this educational issue, the change in policy seems to both directly and indirectly address some socio-economic issues. For example, by lengthening the school day to make pupils enjoy better quality education, pupils in effect would have little time for excessive involvement in the business activities of their parents and guardians.

The educational issues raised for the change in policy had to do with ensuring effective and efficient teaching and learning, and enhancing effective and efficient monitoring and supervision of the public basic schools. Arguments made for these are in relation to the lengthening of the instructional hours, which would cause the achievement of these issues. The idea was that, lengthening the instructional time would allow for attention to be given to all subjects in the curriculum to improve pupils' literacy, numeracy, life skills, creative and emotional skills. In addition, teachers will have the time to cover all topics in the various subject syllabi, increase the depth in which they teach and adopt various pedagogical approaches to address the needs of especially weaker students. Moreover, a full day school would allow better for school heads and all those who play supervisory role to do their work adequately.

One could note that the main educational issue for the change in policy in the Accra Metropolis was to ensure the achievement of adequate quality education in all public basic schools. Policy makers and education officers defined education quality in terms of providing holistic education, i.e., improving not only pupils' literacy, numeracy and life skills (as assessed in the Basic Education Certificate Examination), but also to improve pupils' creative and emotional skills for them to become useful human resources for the Ghanaian society. This corresponds to the findings noted in the literature reviewed on Chile, Singapore, Colombia, Argentina, and Trinidad and Tobago. That literature indicates that improving education quality in the schools (both basic and secondary schools) was the main reason for elimination of the double shift schools. The arguments made in those other countries (Bellei, 2009; MOE Singapore, 2009; Garcia et al, 2012; Llach et al, 2009; MOE Trinidad and Tobago, 2008) were strikingly similar to those in Ghana (Accra).

The second thing to note is that the abolition of the double shift sought to address certain social issues, namely, high rate of truancy (in effect reduce dropout rates and anti social behaviour among pupils), high rate of child labour, child abuse, and equity in schooling and better transmission of norms and values. Thus, the abolition will result in reduction in the rate of truancy among basic school pupils, reduction in child labour rates, prevention of situations in which some children risk being abused by neighbours, ensuring better equity in schooling, as well as, making it possible for teachers to effectively transmit societal norms and values to pupils.

One could observe that the social issue of reducing truancy and ensuring better equity in schooling are direct effect of the policy change. Reducing truant out of basic school pupils is a direct effect of the abolition because, automatically with the change in policy, pupils would have no excuse of absenting themselves from school. In addition, pupils of whichever socioeconomic background would enjoy same hours of schooling in the metropolis because of lengthened instructional hours now in the former shift schools.

On the other hand, the reduction in child labour and the prevention of child abuse are indirect effect of the change in policy. The reason being that in an attempt to address an educational issue of improving better quality education by lengthening the instructional hours, the policy then addresses other issues. In the case of reducing child labour rates, by lengthening the instructional hours, pupils would spend more time in school and have little time at their disposal for them to be excessively engaged in economic activities. In addition, lengthening the instructional hours would also make possible for schools to keep children in school for more hours to prevent neighbours from harming them in the absence of their parents. On the last issue, lengthening the instructional time would increase the interaction time between pupils and teachers, which would cause teachers to better transmit the societal norms and values to pupils.

In relating findings to literature reviewed for the study, one could note that, informants in Trinidad and Tobago appear to share the argument that phasing out the double shift can help reduce truancy, which would in effect reduce anti-social behaviours among pupils (London, 1993; MOE Trinidad and Tobago, 2008). Furthermore, Ghana shares some similar view with Chile and Argentina on the issue of improving better equity education by elimination of the shift. In all situations, stakeholders hoped for better achievement of equity in education since

the change in policy would make it better for teachers to adopt different pedagogical approaches to help academically weak pupils overcome their challenges. (Bellei, 2009; Llach et al., 2009). However, in the Ghanaian case, some policy makers noted the achievement of better equity in schooling on the grounds of the change in policy allowing pupils to have access to same hours of schooling.

Ghana's attempt to address equity issues in schooling is somewhat different from that of Trinidad and Tobago because Trinidad and Tobago abolished the shift to ensure that all pupils no matter their performance after primary education get access to the same system of 5-7 years of secondary education (MOE Trinidad and Tobago, 2008). One could observe that Ghana shares views with those made in Singapore about shift enabling teachers to impart the values and norms of the society to pupils in the transmission of knowledge (MOE Singapore, 2009).

Stakeholders in both Ghana and Argentina hoped the change in policy could indirectly mitigate some other social problems. In Argentina, the hope was then that the abolition would make it easier for mothers to participate in the labour force (Llach et al., 2009). In the Ghanaian case, policy makers and education officers hope the change in policy will reduce the rate of child labour and prevent situations of neighbours sexually abusing children in the absence of parents.

The economic and other issues were not of major importance for the abolition of the double shift as already stated. However, in relating the economic issues raised for the cause of the abolition in Ghana to literature on the Vietnamese' case, Ghana's quest for the abolition of the shift does not appear to parallel an argument made in the literature reviewed on the Vietnam. In Vietnam, policy makers observed the abolition as part of a larger policy concern to ease the transition of their economy from an agrarian one to industrialized one. This could reflect greater advances made in Vietnam in such economic transition in recent decades.

Literature reviewed on the other countries did not explicitly mention the other issues raised for the change in policy in Ghana. However, in Turkey, policy makers noted the change in policy as one of the means for achieving the EFA goals in Turkey.<sup>6</sup> This corresponds with the

---

<sup>6</sup> See [www.planipolis.iiep.unesco.org](http://www.planipolis.iiep.unesco.org)

issue raised by one of the education officers with respect to abolishing the shift with the hope of ensuring policy makers in Ghana to fulfill the achievement of the EFA goals.

One could note that, most of the reasons given for Ghana's quest in abolishing the double shift are similar to that of other countries that have abolished shift as indicated above. However, the findings on Ghana also point to some other reasons than those arising from the literature reviewed on other countries.

Finally, in keeping with the conceptual framework adopted for this study, the findings on the Ghanaian situation like that of the other countries mentioned in Chapter 2 show that the abolition of the double shift was not only justified on educational grounds. The hoped-for benign direct and indirect consequences relating to other socio-economic issues motivated the decision for the change in policy. It thus illustrates the argument that educational policy is part of a wider political agenda, and one could observe education interacting with other social sectors and vice versa. An example is the case of addressing some of the other social issues such as directly reducing truants out of basic school pupils and indirectly reducing child labour rate. There is an assumption that, in the attempt to address these issues, pupils are likely to focus more on their education and, in effect, education quality would improve.

## **6.2 POLICY AND ITS IMPLEMENTATION**

Findings on the policy and its implication indicate that the policy change entails major measures such as the creation of an Educational Endowment fund, lengthening of instructional hours and the provision of additional educational facilities and equipments. The other two measures seem to complement these measures for a successful achievement of the policy's goals.

From all schools visited, one could note that the schools organize the school day with the period set for the start and close of schools as expected by the policy change. In almost all JHS visited, the school day started early and ends quiet early or exactly the time the policy expect JHS to close.

In terms of the utilization of the instructional hours, schools shared some similarities. In almost all schools, teachers allotted some time to one-on-one teacher assisted studying to academically weak pupils to improve their performance. Teachers are now better able to implement such a measure for better achievement of quality education in all schools. In effect, teachers are not only improving quality of education but, also, helping to achieve equity in education by ensuring that, these academically weak pupils are able to overcome their plight.

Furthermore, all schools seem to be giving attention to home assignments and class exercises. Assignments given are of standardized question design and, in many cases; teachers gave additional home assignments to academically weak pupils.

The primary sections of all schools seem to pay much attention to improving pupils' literacy skills. Schools have adopted measures such as using supplementary readers to help pupils improve and making better use of the hours scheduled for library. One could note that in all situations, teachers are playing much role by assisting pupils with the pronunciation of words, explaining of new words, etc. In addition, schools have allotted more time to extracurricular activities. Schools have different schedule of the school day for these activities.

Moreover, schools have allotted some hours of the school day for independent student learning. During these hours, pupils study on their own under the supervision of teachers to prevent them from doing other things such as talking. One could note that schools have different schedule of the school day for independent student learning. In addition, during these hours some teachers gave additional tuition on lessons they think pupils did not understand. In addition, teachers used ability groupings to arrange pupils in their seating positions and for group assignments.

However, not all schools organize remedial classes. School A and School B organize remedial classes for pupils but both schools do not have the same schedule. Remedial classes were held in the mornings at School A's JHS which is same as that of the primary school of School B. School B JHS on the other hand held remedial classes in the afternoon. Moreover, group assignments and project work were only common to two of the schools (A and D). However, teachers in School frequently gave group assignments and project works

It is worth noting from findings that the abolition of the double shift has made it possible for schools to implement some measures in addition to the better use of the instructional hours for

achievement of quality education, which is one of the main objectives for the change in policy. Some of these measures are grade repetition, entrance examination for enrolment in JHS 1, series of mock examination for final year students about writing their BECE and inviting parents to schools to discuss pupils' challenges in studying.

On the other hand, all schools have other measures that were unique to them. An example is the organization of mid-term exams in School A - JHS.

In terms of the implementation of additional educational infrastructures and equipments, all schools visited in a way have benefited from these facilities. It could be noted that, the JHS of all the schools with the exception of School D, did not benefit from additional classroom blocks and one of the schools did not benefit from additional desks, table and chairs for teachers and pupils. In addition, the abolition has displaced some classes to different compounds posing challenges to teaching and learning, monitoring and supervision of both teachers and pupils' activities by school heads. All schools have problems with structures provided as noted in the findings chapter. There are complains about construction works done shoddily.

In relating findings on the content of the policy to literature reviewed, one could note that, the creation of an Educational Endowment Fund to support educational infrastructure provision in the Ghanaian case is same as that of Chile. Chile instituted the Capital Supply Fund for the provision of infrastructures for schools that have moved to Full day schools (Kruger & Berthelon, 2009, p. 7). What is similar in both the Ghanaian and Chilean case is that both countries purposely used the funds for the provision of educational infrastructures such as classrooms to accommodate pupils at the same hours of the school day. What differs in both cases is the level at which the fund was instituted, sources of funding and how schools benefited from these funds. In the Ghanaian situation, since the policy change was a local initiative, Accra Metropolitan Assembly instituted the Educational Endowment Fund. The source of funding is from individuals, governmental and non-governmental organizations, etc as noted in the findings. In addition, the policy makers use the funds to provide educational infrastructures to the schools that used to operate the shift under metropolis through the works and housing departments of the Accra Metropolitan Assembly. Schools do not apply for funding for the construction and provision of educational facilities themselves.

On the other hand, in the Chilean case, Ministry of Education instituted the Capital Supply Fund. Literature did not indicate the source of funding but noted it was a grant assigned by the central government through competitive application. In addition, in the Chilean situation, schools applied for funding for the construction of educational facilities by submitting academic plans and request that required funds to operate under full day regime to the Ministry of Education (Kruger & Berthelon, 2009, p. 7).

With the issue of lengthening of instructional hours, literature review indicated the lengthening of instructional hours or school day in countries that have abolished or are in the process of phasing out the double shift. This was same in the Ghanaian case. Some literature failed to mention the actual hours of increase in instructional hours; example is the literature on Singapore and Trinidad and Tobago (MOE Singapore, 2009; MOE Trinidad and Tobago, 2008). Others just indicated the percentage increase in instructional hours; example is the literature on Chile (Kruger & Berthelon, 2009). It was only in the literature reviewed for Argentina that indicated the actual increase in instructional hours, i.e., from 4 hours 30 minutes to 8 hours 30 minutes with 2 hours allocated to break time (Llach et al, 2009). This situation is quiet same like the Ghanaian case, i.e., from 4 hours 30 minutes to 8 hours with 1 hour allocated to break. The hours within which the school day is supposed to be organized, i.e., from 8 : 00 am to 3 : 00 pm in the Ghanaian basic schools is similar to that of Trinidad and Tobago (MOE Trinidad and Tobago, 2008).

The literature on Chile (Bellei, 2009) and that of Argentina (Llach et al, 2009) noted more hours of additional time allocated to mathematics and language. In the Ghanaian case, the primary division of some selected schools allocated more of the additional time to language and literacy. In addition, in some of the countries like Singapore, schools were to allocate some amount of the additional hours to non-academic learning activities to provide an all rounded education in the primary school (MOE Singapore, 2009). For countries like Argentina, literature specified the amount of the additional time allocated to one-on-one teacher assisted studying for pupils from low socio-economic background (Llach et al, 2009). Findings on Ghanaian case indicated some amount of time is being allotted to one-on-one teacher assisted learning in the schools but the policy did not specify the percentage of the additional time to be allotted for such situation as it was in the Argentinean case.

The provision of additional educational infrastructures such as classroom blocks in the Ghanaian case is quite same in almost all countries the literature review indicates with the exception of Vietnam and Colombia (Ushiogi & Hamano, 2009; Garcia et al, 2012). One could note from the study that in all cases, policy makers built new classroom block, renovated and expanded old educational facilities. However, findings on the Ghanaian case indicated the construction of temporary structures (wooden classroom blocks) and renting of private structures for classroom blocks to accommodate pupils in schools who have not yet received the constructed permanent classroom blocks. This makes the Ghanaian situation quite different from other countries in terms of the implementation of educational infrastructure.

In the literature reviewed on most of the countries, there is a major observation of countries reforming their educational curricula to include other subjects in order to meet the objectives of the change in policy. Literature on Singapore indicated the inclusion of subjects such as Physical Education, Music and Arts to the subjects' curriculum (MOE Singapore, 2009). Trinidad and Tobago added Technical Education as a general subject to the subjects' curriculum (Tsang et al, 2002). In the literature on Vietnam, there was an indication of the introduction of new subject curriculum. However, the literature failed to state what was included in the new curriculum. The literature on Colombia and Chile (Garcia et al, 2012; Bellei, 2009; Kruger & Berthelon, 2009) did not indicate this observation. However, findings on the Ghanaian case indicated that, the school curriculum was not reformed. Rather more attention is now given to some subjects such as Physical Education, Creative Arts, and ICT, which were already part of the subjects curriculum for basic schools.

Although in some situations like the Chilean case, per student subsidy was increase to cater for operational cost such as the provision of lunch in schools (Bellei, 2009; Kruger & Berthelon, 2009), in the Ghanaian situation there was no increase in the capitation grant given to schools to cater for their day-to-day activities with the implementation of the change in policy.

In conclusion, it could be observed that, the implementation of the instructional hours and the other measures implemented by schools seeks not to only improve educational quality but to attempt address equity issues, that is, giving academically weak pupils who are mostly at a disadvantage in society because they come from low socioeconomic backgrounds to



overcome their predicament. In addition, one could note a gap between policy and its implementation in terms of the provision of additional infrastructures. The JHS of almost all the schools did not benefit from any additional classroom blocks and this has resulted in some other issues such as large class sizes posing challenges to teaching and learning.

### **6.3 PERCEIVED ADVANTAGES & DISADVANTAGES OF THE CHANGE IN POLICY.**

The perception about the change in policy was a good one. The observation was that it will make pupils to be very focus on their education since they will have little time at their disposal to engage in other activities. In addition, the lengthening of instructional hours will make possible to enable teachers to better do their work more efficiently and effectively. Schools also have more time at their disposal for extracurricular activities, which would make better for the development of other skills of pupils. According to one of the parents, this would make pupils become more knowledgeable (Translated Version).

According to those school heads that used to handle both streams of school, the change in policy has made their work very easy. This has enabled them to always ensure that both teachers and pupils when in school perform their roles accordingly as expected of them, i.e., teachers are in class teaching and pupils are in class studying and not loitering on the school compound during classes hours. Parents interviewed said the abolition of the double shift has made it easy for them to supervise their wards' education. These views of stakeholders and pupils interviewed is in concurrence with some observations made by some pupils, parents and school principals on the abolition of the double shift in Trinidad and Tobago. According to one of the pupils interviewed in Trinidad and Tobago as documented:

We will have more learning time in school, which will help us to move ahead. We will also be able to engage in more extra-curricular activities and become better all round students (MOE Trinidad and Tobago, 2008).

However, stakeholders with the exception of parents perceived some weaknesses to characterize the change in policy, which not addressed could tamper the success of the policy change as indicated in the findings chapter. Educational and social matters were major concerns that the policy change seems to address as findings indicate. On the other hand, economic and other issues were minor issues. Stakeholders' perception with respect to the

challenges of the policy change reflected only educational matters. Below are the discussions in relation to literature reviewed and conceptual framework.

### **6.3.1 ADVANTAGES OF THE CHANGE IN POLICY (EDUCATIONAL & SOCIAL ISSUES)**

The change in policy is being perceived to have caused gradual improvement in pupils' performance. The schools have noted improvement in pupils' performance in their class exercises, end of the term examination and the 2012 BECE. Most teachers said they could see much improvement in the performance of pupils they are handling now as compared to that of pupils handled under the shift. Statistical data collected on pass rates of pupils in the BECE in a year prior to the abolition, a year after the change in policy and two years after the change in policy of the four selected schools as presented in the findings chapter indicated a gradual improvement in pupils' performance in three of the schools. In addition, among the three schools, it could be noted that there has been great effect of the change in policy in School A's pass rates recorded in the 2012 BECE. This shows that there is the likelihood for better improvement in pupils' performance due to the abolition of the double shift. The above issue was the main educational issue that stakeholders including pupils perceived the shift to have addressed out all the educational issues raised.

The study identified reduction in truancy pupils and reduction in child labour as the major social issues addressed by the change. The findings chapter captured arguments made in relation to these issues.

In sum, from the views of stakeholders one can assume that there has been positive effect of the change in policy on pupils' performance, truancy rates causing positive effect on dropout rates, and child labour rates. How true are these assumptions? In addition, how true are the improvements in pupils' performance representative of the whole school population in the district? This calls further investigation.

### **6.3.2 PERCEIVED DISADVANTAGES OF THE CHANGE IN POLICY**

The perceptions of the disadvantages of the policy change reflected educational issues. One could note that some of these issues do not have direct relation with the change in policy. These issues or problems existed before the change in policy but the thought has been that the change would help in addressing them. The main educational concerns raised are reduction in enrolment rates in schools, overcrowded classrooms, inadequate teaching, and learning materials such as textbooks, lack of some educational infrastructures such as libraries, ICT laboratories and Science laboratories, workshops for practical lessons and sanitary facilities such as toilets.

On the issue of reduction in enrolment rates in schools, data collected on the enrolment rates of three of the selected schools indicated fluctuating rates of enrolment in two of the schools in years after the abolition of the double shift. Apart from School C, that experience gradual improvement in enrolment rates, enrolment rates in School A and School B indicates fluctuating rates, i.e., rises and falls. The table also depicts that, while enrolment rates in some schools rise and fall and that of others gradually increases, and in all three situations, none of the schools has enrolment rates risen to the years prior to the abolition again, as already stated in the findings chapter.

This case on enrolments is just for three of the selected schools. Could this be the same in all schools in the metropolis? In addition, can one attribute the rise and fall to the arguments made by some stakeholders (education officers, teachers, and school heads) as indicated in first paragraph of subsection 5.3.2.1? On the other hand, could it also mean that, the abolition of the double shift has deter people in Accra from going to the hinterlands to bring other people's children to come and assist them in their business activities? What then are the possible reasons for the cause of the fluctuating rates in enrolments? Alternatively, what then are the other factors responsible for the drop in enrolments in schools after the implementation of the policy change? One could note that in all three situations enrolment rates in the 2009 /2010 academic year, i.e., the year the policy change was implemented support some stakeholders view on the issue of enrolment falling in schools as soon as policy makers implemented the change.

The stakeholders attributed the issue of overcrowded classrooms in some schools to the inadequate classroom facilities allocated to some schools. Information gathered from some education officers indicated that this has happened because of inadequate funds available for the whole programme. However, policy makers are doing their best to raise more funds to construct classroom facilities to ease these congestions in some classrooms.

It is mostly said that large class sizes impedes education quality because it makes it difficult for teachers to give needed attention to academically weak pupil especially when time allocated for classes is short and academically weak pupils are also likely to hide behind this and not pay attention in class. One can note that education quality is not likely to suffer more in this period of the policy change as compared to the old system. The reason being that, now more hours has been allocated for teaching and learning which can make possible for teachers to have time to assist academically weak students. In addition, teachers can adopt a strategy that can make all pupils pay attention during teaching as it already done by some teachers in some schools. On the issue of pupils experiencing discomfort due to large class sizes, when ventilation is improved in the classrooms the discomfort can be eased. Pupils would have no excuse to be absenting themselves from school because of this issue.

A quick glance through Ghana's Education Strategic Plan (2010 - 2020), I noted that the Ministry of Education intends to provide all schools with adequate teaching and learning material, ICT facilities, Libraries, Science laboratories, and Workshop for practical lesson of Basic Design and Technology subject, to improve education quality in public basic schools by 2012. Findings from my research indicate that, all schools with the exception of School D, which has benefited from the three storey and 18-unit classroom block, which comes with all these facilities mentioned above lacked most of the above-mentioned facilities.

However, all these Schools have adopted some possible measures for the teaching of practical lessons and providing solutions to other problems for the possible achievement of the goals of the change in policy. School A for instance has arranged with a private school in the same neighborhood to be using its ICT facilities for practical lessons in ICT at a fee. In some schools, some ICT teachers use their own Lap Tops for demonstrations during lessons. Some schools used ordinary classrooms for science practical lessons. The schools also advice parents and guardians who could afford to buy some of the textbook for their wards to do that. In addition, teachers use their own money to buy some other books they need for teaching.

The essence is to mitigate the challenges associated with inadequate teaching and learning materials. Although some of the schools do not have toilet facilities, they are fortunate have public toilets in the locality which is some few meters away from the school compound. However, schools have arranged with the PTA to help in the provision of these toilet facilities. One could note from this study that despite these challenges some schools visited are doing their best to cope with the situation by using possible alternative measures.

Findings indicate that schools visited have adapted some measure to cope with the challenges, what about other schools in the metropolis who are likely to have these problems? One could argue that, it may become very difficult for the achievement of the goals of the policy change, if more schools in the metropolis are facing such problems because not all schools are likely to implement some possible measures to enable them adequately to cope with the problems.

In relating the above issues with respect to the perceived advantages and disadvantages on the abolition of the double shift to literature reviewed for the study, none of the literature addressed issues mentioned above. Literature reviewed seems to lack information of such kind on the abolition of the double shift. Hence, these issues raised on the perceived advantages and disadvantages of the abolition of the double shift in the Ghanaian case seem to fill a gap in already existing literature on the abolition of the double shift.

The discussions on the issues also indicates that, like the reasons given for the abolition of the double shift, stakeholders perceived the policy change to have helped in addressing educational matters, socio-economic matters and policy issues, i.e., making policy makers and administrators do their work as expected of them. However, some challenges, which had to do with educational issues, characterized the change in policy. It is worth noting that, when these issues are not addressed, it can make impossible both for the achievement of the educational goal of improving education quality, and the social goal of reducing truants out of public school pupils in the metropolis. Therefore, there is an assumption that as an educational policy, the change in policy seeks to address other issues of the Ghanaian society in addition to educational issues or matters. Moreover, the weaknesses which had to do with educational issues that characterize the change in policy, does not affect the achievement of educational goals but some other goals that the policy seeks to achieve in the metropolis. Thus, the issues raised with respect to the perceived advantages and the disadvantages of the abolition of the double shift are in concurrence with the assumption of the conceptual framework.

## **6.4 A REFLECTION ON FINDINGS FOR THE ABOLITION OF THE DOUBLE SHIFT IN ACCRA & THE CONCEPTUAL FRAMEWORK**

This section seeks to make a general reflection on the conceptual framework employed in the study in light of the findings generated. The study employed the basic assumption of structural functionalism on the argument that, society consists of different institutions, sectors, and structure and that these institutions interrelate and seek equilibrium among them to ensure societal progress and stability. Hence, a decision made in any of the institutions could affect the others and vice versa. This basic assumption on the interrelations among the institutions or structures was used to develop a framework that assumes that as an educational policy, this change in policy would not only seek to address educational issues but indirectly or directly address other issues in any of the sectors of society. Researcher developed the framework on the issues raised in the literature reviewed for the study, as stated in chapter 2 of the study.

The analysis of the reasons for the policy change indicate that the policy change did not seek only to address educational issues such as improving education quality but other socio-economic issues. Policy makers hoped the change in policy will address some social concerns such as directly reducing truancy among pupils and indirectly, causing a reduction in child labour rates. In addition, in an attempt to reduce the rates of truancy among basic school pupils, policy makers also hoped to address other social matters such as reducing dropout rates and anti-social behaviour among basic school pupils. Moreover, policy makers hoped the implementation of the change to address directly and indirectly economic and other issues. Although the measures entailed in the policy for its implementation sought to address directly educational matters, there was an indication that policy makers also sought to address directly and indirectly some social issues. Teachers sought to improve education quality of academically weak pupils who were mostly from low socio-economic families by using one-on-one teacher assisted studying. In this regard, in achieving quality education, those found to be disadvantage in society because of their socioeconomic backgrounds get the chance to overcome this plight. Hence, one could note a reflection of the assumption of the framework on these grounds.

Moreover, when one places the perception of stakeholders about the change in policy in the domain of the conceptual frame, it is evidently clear that, the change in policy sought not to help address only educational issues. Stakeholders perceived that the change in policy has gradually helped to improve the performance of basic school pupils (educational issue) and helped to reduced truancy among pupils (social issue). In addition, the challenges mentioned with respect to the abolition had to do with educational matters. It is worth noting that when these issues pertaining to the challenges when not addressed is likely to pose problems for other sectors. If two or three pupils are to share one textbook during lessons time, because of few numbers of textbooks available there is likelihood for it to destroy early because of poor handling. In that effect, this would necessitate for additional cost for providing these resources. Also, some pupils are likely to play truancy because of congestions in the classrooms. Non-availability of toilet facilities in some schools could make pupils to ask for permission to go to toilet and there is the likelihood that some may decide not to return to school. Thus, the issue of preventing instances of children roaming aimlessly on the streets would become very difficult to solve. In effect, when these other issues begin to emerge gradually, quality of education is likely to suffer once again. Finally, the concerns presented in Chapter 4 of the study with respect to the double shift itself also indicates that whiles the double shift was implemented to expand access in quality basic education, in effect helped to address some socioeconomic issues such as reducing poverty in some homes.

In conclusion, the basic assumption used as a guide for this study has made it possible for better understanding and exploration of all issues in relation to the double shift and its abolition in Accra metropolis.

## **6.5 CONCLUSIONS**

The researcher conducted the study in the Accra Metropolitan area. It has sought to provide understanding for the reasons of the abolition of the double shift system of schooling in the public basic schools. It has also explored how policy makers are implementing the change in the schools and the perception of the change among stakeholders such as policy makers at the local level, education officers, teachers, school heads, parents, and the general secretary of the Ghana National Association of teachers. The findings also provide information on other measures implemented by some schools together with the abolition of the double shift, as part of the wider initiatives taken to achieve better education quality.

The study identified educational, social, economic, and other reasons as concerns for the abolition of the double shift in the Ghanaian basic schools. The study identified educational and social issues as the main reasons for the change in policy. Economic and other issues were of minor importance of the change in policy. The major educational issues identified were improving education quality by lengthening instructional time, and attempts to strengthen monitoring and supervision to enhance effective and efficient 'teaching and learning' in schools. Curbing truancy to reduce dropout rates and juvenile delinquency, child labour rates, and reduce risks of children (especially girls) from sexually abuse by neighbours and the hope of improving better equity in schooling were major social issues that the change seems to address.

Economic reasons for the abolition was the expectation that it was possible to make better use of limited lands available in the district for construction of classroom blocks and that the abolition would reduce the pressure on educational facilities and equipments to prevent their early deterioration. Other issue mentioned was that the abolition would make policy makers more aware of schools and would cause them to address challenges relating to educational resources. It was also hoped that the abolition would improve the safety of pupils after the end of the school day.

The study also found a gap between policy and its implementation in terms of the provision of educational infrastructure such as classrooms. Policy makers promised to provide all schools, be it the primary or the junior high schools (JHS), with needed classroom facilities to accommodate the pupils. Some JHSs visited have not benefited from this promise. The junior high schools visited are short of classroom facilities to accommodate pupils, resulting in very large class sizes. In addition, some school heads have difficulty in performing their supervisory and monitoring role because some of the classroom blocks are quite far from the main compound.

The abolition of the double shift has been accompanied by some other measures such as introducing grade repetition, entrance examination for enrolment in JHS 1, a series of mock examination for pupils in JHS 3 as preparation for their BECE, ability groupings for seating arrangements and for group studies, group assignments and presentation, time for independent student learning known as 'silent hours and preps'. My informants thought that such changes would improve education quality in the public basic school. One of the schools was a mission



school and the rest were local government schools. The study did not any clear difference in the way schools functioned educationally.

The study suggests that there has been some improvement in pupils' performance as recorded in the 2012 BECE in some schools visited, because of the policy change. Pupils' performance is likely to improve when policy makers provide better material resources and when teachers, school heads, and all those who provide supervisory roles play their roles. The impression is that there is reduction in truancy among pupils. Child labour has also reduced. The impression is that, following the abolition of the double shift, one could rarely see pupils selling along the streets during school hours.

The public basic schools do seem to have suffered an enrolment decline, following the reform. Schools visited no longer experience the high enrolment they used to have. In addition, most schools are still struggling with inadequate educational infrastructure and other material resources. Most of the schools visited lacked resources for practical lessons and have no toilet facilities. Teaching and learning materials were inadequate.

Finally, discussions on the double shift and the change in policy indicate that Ghana's case fits the larger literature where stakeholders see the double shift to be unsatisfactory.

## REFERENCES

- Accra Metropolitan Assembly (2010, November). Declaration of A.M.A as a Millennium City Newsletter, 2, p.11.
- Accra Metropolitan Assembly (2012, April). Metro Wide Education. *Accra Millennium City Newsletter, 1, 10-21*
- Ary, D., Jacobs, L.C., Sorensen, C., & Razavieh, A. (2010). *Introduction to Research in Education* (8 th ed). Belmont, CA: Wadsworth Publishing.
- Bellei, C. (2009). Does lengthening the school day increase student's academic achievement? Results from a natural experiment in Chile. *Economics of Education Review, 28*, 629 - 640. Retrieved January 10, 2013. from [http : // www.journals.elsevier.com/economics of education review](http://www.journals.elsevier.com/economics-of-education-review).
- Berg, L.B (2007). *Qualitative Research Methods for the Social Sciences* (6 th ed). Boston: Pearson.
- Bervell, B., Sam, A.C. & Boadu, K. (2013). The nature of shift schooling in Ghana: Implication on pedagogy. *Mediterranean Journal of Social Sciences, 4(4)*, 25-37. doi: 10.5901/mjss.2013.v4n4p25.
- Blaxter, L., Hughes, C., & Tight, M. (2001). *How to Research*. Philadelphia: Open University Press.
- Bowen, G.A. (2009). Document Analysis as a Qualitative Research Method. *Qualitative Research Journal, 9* (2), 27 - 46. doi: 10.3316/QRJ0902027
- Bray, Mark (2008). *Double Shift Schooling: Design and Operation for Cost Effectiveness* (3 rd ed). UNESCO - IIEP. Fundamentals of Education Planning, 90. Paris: UNESCO.
- Bryman, A. (2004). *Social Research Methods* (2 nd ed). Oxford, NY: Oxford University Press.

Bryman, A. (2008). *Social Research Methods* (3 rd ed). Oxford, NY: Oxford University Press.

Children's Act 1998, act560, Ghana, 1998.

Creswell, J.W. (2007). *Qualitative Inquiry and Research Design : Choosing among five approaches* (2nd ed). Thousand Oaks, CA: Sage.

Creswell, J.W. (2009). *Qualitative, Quantitative, and Mixed Methods Approaches*. Thousand Oaks, CA: Sage.

Education Act 2008, act778, Ghana, 2008.

Environmental Protection Agency & United Nation Environment Programme (2010). National Programme for sustainable consumption and production for Ghana (2011-2016). Ghana SDA Final Report. Vol.2 <http://www.unep.org/Ghana%20SDA>.

Garcia, S., Fernandez, C. & Weiss, C.C. (2012). Does lengthening the school day reduce the likelihood of early school dropout and grade repetition: Evidence from Colombia. San Francisco, CA: Population Association of America. Retrieved February 10, 2013 from <http://www.paa2012.princeton.edu/paper/121110>.

Ghana Statistical Service (2012). 2010 Population and Housing Census: Summary report of results. Accra: Sakoa Press Limited.

Golafshani, N., (2003). Understanding reliability and validity in qualitative research. *The qualitative report*, 8 (4), 597 - 609. Retrieved January 15, 2013 from <http://www.nova.ed/sss/QR/QR8-4/golafshani.pdf>.

Hannan, A. (2007). Interviews in Education Research. Retrieved from Faculty of Education: University of Plymouth. <http://www.edu.plymouth.ac.uk/resined/interviews/inthome.htm>.

- Katjaita, M.U. (2012). An Investigation into the management implication of double shift schooling in the Khomas Region in Namibia. (Master Thesis, Rhodes University). <http://www.eprints.ru.ac.za/2964>.
- Kea, P. (2007). Girl farm labour and double-shift schooling in The Gambia: the paradox of development intervention. *Canadian Journal of African Studies*, 14(2), 258-288. <http://www.jstor.org/stable/40380212>.
- King, N. & Horrock, C. (2010). *Interviews in Qualitative Research*. London: Sage
- Kleinhans, G. (2002). *The implementation and organization of multiple shift system in Namibia*. (Master Thesis, University of Western Cape, South Africa).
- Kleinhans, G. (2004). Double shift schooling in Uganda. Report commissioned by the World Bank. Kampala: Ministry of Education and Sport.
- Kleinhans, G. (2008). Double shift schooling: Motives for implementation- the cases of Namibia and Uganda (Abstract). *Southern Africa Review of Education* 14(3), 106-121
- Kruger, D. and Berthelon, M.E. (2009). Delaying the bell: the effects of longer school days on adolescent motherhood in Chile. (IZA Discussion Papers No. 4553). <http://www.enconstor.eu>.
- Kubbow, P.K. and Fossum, R.P. (2007). *Comparative Education: Exploring Issues in International Context* (2nd ed). New Jersey: Pearson.
- Lauder, H., Brown, P., Dillabough, J-A. & Hasley, H. A.(2006). *Education, Globalization and Social Change*. Oxford, NY: Oxford University Press.
- Linden, T (2001). *Double shift secondary schools: possibilities and issues*. Washington, DC: World Bank.

- Llach, J., Adroque, C., & Gigaglia, M. (2009). Does longer school days have educational, occupational or income effect? A natural experiment in Buenos Aires, Argentina. *Economia 10(1)*, 1- 43. [http:// www.jstor.org](http://www.jstor.org).
- London, N.A. (1991). Post expansionist adjustments in secondary education developing society: a case study. *Education Studies, 15(3)*, 233-247.  
<http://dx.dio.org/10.1080/0305569910170302>.
- London, N.A. (1993). Planning and implementing education policy in a developing country: a case study of shift system in Trinidad and Tobago. *Journal of Education Policy, 8(4)*, 353-364. <http://dx.doi.org/10.1080/0268093930080404>
- May, Tim (1993). *Social Research: Issues, Methods and Process* (3rd ed). Buckingham: Open University Press.
- Miller, D.C. and Salkind, N.J. (2002). *Hand book of research design and social measurement* (6th ed). Thousand Oaks, CA: Sage.
- Ministry of Education, Ghana (2011). *Education Strategic Plan, 2010-2020*. Accra, Ghana.
- Ministry of Education, Singapore (2009). Report of the Primary Education Review and Implementation Committee.  
[http://www.planipolis.iiep.unesco.org/upload/Singapore/Singapore\\_PERI\\_2009.pdf](http://www.planipolis.iiep.unesco.org/upload/Singapore/Singapore_PERI_2009.pdf).
- Ministry of Education, Trinidad and Tobago (September 2008). *Update on Education, 2*.  
[http://www.moe.gov.tt/Docs/Update\\_on\\_Education\\_2.pdf](http://www.moe.gov.tt/Docs/Update_on_Education_2.pdf).
- Mooney, L. A., Knox, D. & Schacht, C. (2007). *Understanding Social Poblems* (5 th ed). Belmont, CA: Wadsworth Publishing.
- National Population Council (2006). Ghana's development agenda and population growth:

- The unmet need for family planning. Retrieved January, 5, 2013 from [http://www.policyproject.com/pub/country\\_report/Rapid\\_booklet\\_final.pdf](http://www.policyproject.com/pub/country_report/Rapid_booklet_final.pdf).
- National Population Council (2011). *Ghana Population Stabilization Report*. Retrieved January, 5, 2013 from [http://www.populationcommunications.com/Medias/Ghana\\_report.pdf](http://www.populationcommunications.com/Medias/Ghana_report.pdf).
- Okyere, V.C. (1997). *Ghana: A historical survey*. Accra: Af-oaks printing and general services.
- Patton, M. Q. (2002). *Qualitative Research & Evaluation Methods*. Thousand Oaks : Sage.
- Silverman, D. (2006). *Interpreting Qualitative Data*. London: Sage.
- Thomas, D.R. (2006). A general Inductive approach for analyzing qualitative evaluation data. *America Journal of Evaluation*, 27(2), 237. doi: 101177/1098214005283748.
- Tsang, M.C., Fryer, M. & Arevalo, G. (2002). *Access, Equity and Performance: Education in Barbados, Guyana, Jamaica and Trinidad and Tobago*. Washington, DC: IDB Publication.
- UNESCO (1997). *Adult Education in a Polarizing World. Education for All: Status and Trends*. Paris: UNESCO. <http://www.unesco.org/images>.
- UNESCO (2007). *Global Monitoring Report 2008: Education for All by 2015. Will We Make it?* Paris: UNESCO. <http://www.unesdoc.unesco.org/images>.
- Ushiogi, M. and Hamano, T. (2009). *Vietnam's Quest for Universal Primary Education and Analysis of Its financial structure*. Retrieved August, 28, 2012 from <http://www.ide.go.jp>.
- Woodside, A. G (2010). *Case Study Research: Theory, Methods and Practices*. United Kingdom: Emerald Group Publishing Limited.

World Bank (1988). *Education in Sub-Saharan Africa: Policies for Adjustments, Revitalization and Expansion. World Bank Policy Study*. Washington, DC: World Bank. ERIC Clearinghouse.

Yin, R.K (2003). *Case Study Research: Design and Methods*. Thousand Oaks. Sage

# APPENDIX

## UNIVERSITY OF OSLO, NORWAY DEPARTMENT OF EDUCATION RESEARCH

### INTERVIEW GUIDE OR QUESTIONNAIRE DESIGNED FOR INFORMANTS

This questionnaire is designed to know your views on the abolition of the double shift system of schooling in Ghanaian basic schools of the Accra Metropolitan area. This forms part of my fieldwork on the topic, *'The Abolition of the Double Shift System of Schooling: Policy and Its Implementation- A case study of schools in Accra Metropolis'*. I solicit your consent for participation in the study. I assure you that all necessary information would be purposely used for the study and kept confidentially.

### SECTION A: Demographic Information - Gender, Position in Office

### SECTION B: INTERVIEW QUESTIONS

#### I. INTERVIEW QUESTIONS FOR POLICY MAKERS, EDUCATION OFFICERS & EXECUTIVE MEMBER OF GNAT.

1. How many years has the double shift system of schooling been practiced in Ghanaian Public Basic Schools?
2. How was the double shift system of schooling supposed to be practiced in Ghanaian Public Basic Schools?
3. How was it practiced in Ghanaian Basic Schools?
4. What were the reasons for the introduction of the double shift in some Ghanaian Basic Schools?



5. Did you have initial intention of ending it?
6. How many years did you intend to practice the double shift system of schooling?
7. What are your opinions about the double shift system of schooling? (strengths and weakness)
8. What are the reasons for abolishing the double shift system of schooling in Ghanaian Public Basic Schools?
9. Who were the actors who pushed for the abolition of the double shift system of schooling?
10. How is the abolition being implemented in Ghanaian Public Basic Schools?
11. What are your opinions about the abolition of the double shift system?

## **II. INTERVIEW QUESTIONS FOR SCHOOL HEADS**

1. Why was the double shift system introduced?
2. What is your view for the double shift system of schooling in Ghanaian Basic Schools?
3. Why was the double shift system of schooling in Ghanaian Public Basic Schools?
4. How did it affect your work?
5. Has your school been given any extra resources to enable you cope with the abolition?
6. What is your view about the abolition of the double shift system of schooling in Ghanaian Public Basic Schools?
7. What are the other measures you have implemented in your school to enhance quality education?
8. What are some of the challenges being faced by your school as a result of the abolition of the double shift system?
9. How helpful has the abolition of the double shift, system be your school?

### **III. INTERVIEW QUESTIONS FOR TEACHERS**

1. What is your view about the double shift system of schooling in Ghanaian Basic Schools?
2. What do you think are the reasons for the abolition the double shift system of schooling in Ghanaian Public Basic Schools?
3. How did it affect your work?
4. What is your view about the abolition of the double shift system of schooling in Ghanaian Public Basic Schools?
5. What are some of the challenges you are facing because of the abolition?
6. How helpful has the abolition been for you?

### **IV. FOCUS GROUP GUIDE QUESTIONS FOR PARENTS**

1. What is your opinion about the double shift system of schooling?
2. What do you think are the reasons for the abolition of the double shift system by policy makers?
3. What is your opinion about the abolition of the double shift?
4. How has it affected you as a parent?
5. What extra resources have your school received to enable you cope with the change?

### **V. FOCUS GROUP GUIDE PUPILS.**

1. What are your views about the double shift system of schooling?
2. What do you miss about the double shift system?
3. What are your views about the abolition of the double shift system?
4. What extra resources have your school receive to enable you to cope with the change?